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The Commonwealth of Massachusetts

TENTH ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE YEAR

1916

By

THE DIRECTOR OF THE BUREAU OF STATISTICS



BOSTON

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TENTH ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

This report signalizes the passing of a full decade since the Commonwealth added to its already multifold social activities the function of undertaking to bring together those seeking employment and employers desiring help through the medium of public offices established for the purpose with a service which should be free to both classes of patrons. That in so doing it was animated by any direct consciousness that it was thereby contributing to a scientific solution of one of the greatest economic problems of the time may be doubted, for the legislation was the result of a movement which appears to have been at the outset somewhat narrowly propagandist, and to have drawn its strength almost entirely from a single group in the community, namely, the organized wage earners. But like many other social undertakings of similar origin which have been found, upon examination and experimentation, to reach down to the very foundations of democracy, the conviction has been widely growing that the enormous waste, both human and material, due to irregular and unsystematic employment, — for which the worker is in no wise to blame and of which the employer is too often the victim, while society as a whole pays the penalty in times of industrial depression, — has created a problem with which the State alone can successfully cope. These ten years have witnessed a wonderful quickening of the social conscience, which has found expression in a multitude of laws and an expansion of State activity in the field of the general welfare, such as was only embodied a decade ago in the stuff that dreams are made of.

It is not surprising, therefore, to find the first advocates of a State system of employment offices, who had very little sympathy from the employers of the community and scant appreciation of their endeavors even from philanthropists and pro-

fessional students of social questions, now joined by an ever-increasing number of earnest men and women whose contact with employment problems, whether from the standpoint of the employer of labor or that of the social worker, causes them to turn invariably to the State as offering the most promising avenue of approach to the goal of industrial peace, attainable only through the contented employment at all times of every willing worker. Evidence of the augmented public interest in this subject is seen on all sides, — in the organization of a national association on unemployment with a branch in Massachusetts which is now annually seeking legislation on the matter, in the activities of the Association for Labor Legislation, in the conclusions of three special State commissions¹ which have investigated the subject during the past five years, in the appointment by the Boston Chamber of Commerce of a committee on irregularity of employment, in the increasing recognition by employers of the importance of handling their help problem more scientifically through highly trained experts who have now formed in Boston a live employment managers' association, in the formation of a national association of public employment offices, and in the efforts of the Federal government to disseminate information on the subject and in a tentative way to establish labor exchanges in conjunction with the immigration offices.

While it is quite true that the State public employment office system in observing its tenth anniversary, as the superintendent of the office in Boston says,

emerges from a struggle, entered into as an experiment, with the happy conviction that it has more than fulfilled the hopes and desires of success of its well-wishers; and not only this, but it has shown to those who were dubious as to whether the work of an employment office was a State function or not, the immense benefit it has been to thousands upon thousands of wage earners in all branches of industry, and that it is no longer an experiment, but a vital necessity in industrial life.

it is equally true that we — *i.e.*, the public, the Legislature and the administration of the offices — cannot afford to rest satisfied with this reward of past achievement and make no further

¹ The Commission to investigate Employment Offices, 1911; the Commission on Immigration, 1913; and the Commission on Social Insurance, 1916.

effort to increase their efficiency and usefulness to the community. Not far from \$20,000 annually has been expended for several years to maintain the Boston office; for the year ending November 30, 1916, the amount was \$20,702.31, and the offices at Springfield, Worcester and Fall River cost about \$16,000 more in the aggregate. Are the taxpayers getting their money's worth? Measured by the character of service possible to render under these appropriations, I think they are. The highest salary paid an employee of any of the offices is \$1,800, and no clerk or other employee beneath the grade of superintendent receives more than \$950 a year; nor can they ever be paid more than \$1,000 under the law without a special vote of the Governor and Council; yet this is a service which should command, in a high degree, knowledge of industrial conditions, ability to advise and skill in placing large numbers of applicants for employment so as not merely to satisfy their own immediate needs temporarily, but to meet as closely and intelligently as possible the exacting demands of employers of all kinds; and, above all, personal interest and enthusiasm in their work, tempered by judgment, tact and good sense.

For several years I have intimated in these annual reports that, notwithstanding the faithful, conscientious service rendered by the staff of the State employment offices, and the good I felt confident they were rendering within their limitations, there remained untouched many opportunities for increasing their usefulness to the community, not so much by any radical extension of their existing functions as by a more intensive, and therefore more efficient, administration. It has, however, been impossible to take the steps necessary to accomplish this purpose within the appropriations which the Legislature has thus far apparently been willing to make, and which have been sufficient only with the exercise of the greatest economy to administer the existing offices substantially along the same lines and with the same organization and methods which were put into effect when they first were established. These, it is true, have been widely copied by other public employment offices throughout the country and in Canada, and we have accordingly felt duly complimented. But in the meantime some of these same offices are beginning to show symp-

toms, under a more progressive organization and sympathetic public support, of being able in the near future to accomplish results, if, indeed, they are not already doing so, which will cause Massachusetts, unless something is shortly done to prevent, to lose her opportunity for leadership in this rapidly developing movement for ameliorating, if not removing, much of the distress incident to unemployment and misemployment, and placing this whole problem upon a scientific, sensible basis.

Increasingly conscious of these conditions, I have, nevertheless, been loath up to the present time to urge the specific measures needed, in my judgment, to meet the situation because of the propositions brought forward by various persons and organizations during the past four or five years which have contemplated the transfer of the State employment offices from the jurisdiction of the Bureau of Statistics to the State Board of Labor and Industries. Appreciating that much could be said in behalf of this suggestion, I have not only not opposed it, but have agreed with those who have felt that such a change would be more nearly consistent with the natural functions of each department than the existing arrangement; and it has seemed to me that if this change were likely to take place in the near future, any internal reorganization of the administration of the offices should be left to the authority which would be responsible for its continuance and its results, and not be anticipated by me. Numerous circumstances, which need not here be rehearsed, have, however, year after year, operated to prevent or postpone this suggested transfer in jurisdiction, so that while I may say that it will still be officially agreeable, whenever the Legislature may deem it desirable, I am convinced that I should not be doing my full duty if I refrain longer from calling attention to what seem to me to be the imperative needs of our State employment offices if they are to be permitted to attempt an approximation of their possibilities for increased usefulness to the community. If, therefore, the administration of the offices is to remain one of the duties of the Director of the Bureau of Statistics, I would respectfully and earnestly recommend legislation which will enable an effective carrying out of the following policies:—

1. *The establishment of a comprehensive follow-up system, both*

for the purpose of ascertaining as far as possible the qualifications of applicants for employment before they are sent to employers, and, after employment has taken place, whether satisfaction is being given. The lack of such a system is one of the greatest defects of the State offices. The clerks behind the counter, in interviews with applicants and by telephone communication with employers, endeavor at present as well as they can to fit the applicant to the position and to meet intelligently the requirements of the employer; but at best such efforts, lacking as they do continuity of personal touch and the acquaintance with the employer, must be of limited efficacy. There is no good reason why the public offices should not be as zealous and careful in analyzing and seeking to meet the requirements of employers as are some of the more enterprising private commercial agencies. Moreover, if this were done we should soon have at hand invaluable information, unfortunately not now possessed, but which must be obtained before any intelligent attempt can be made to solve the difficult problems of intermittent, irregular and seasonal employment, alike annoying to the employer and cruelly distressing to the wage earner.

2. *The segregation of applicants for clerical and mercantile, and perhaps the higher grades of skilled mechanical, employment from the unskilled and day laborers and casual workers.* No single item in the programme for a reform of present administrative methods is of more imperative importance than this, particularly as affecting conditions in the metropolitan district which are now centralized in the single Boston office, for the problems presented by these two general classes of the employed are distinct and call for quite different kinds of treatment. Ten years of actual experience in attempting to handle them in one office, in close physical juxtaposition, have demonstrated that this cannot be done satisfactorily, and the difficulty of so doing is aggravated in the case of the Boston office by its location at 8 Kneeland Street. This location, while well suited for certain divisions of its work, is not adapted to attract either applicants or employers interested in high-grade mercantile, stenographic or other clerical positions, — a class of patronage which the private agencies have succeeded to a large degree in retaining in spite of the fact that a fee must be paid for their service, —

a circumstance hardly to be attributed to a spontaneous desire on the part of seekers for employment to pay for the privilege of being told where they can find work, but rather to the fact that they prefer to do so because of existing circumstances, which unhappily offer the alternative of free service only under conditions of environment which are not personally agreeable, especially to women and girls with training and ambition for skilled service. A classification of the 19,120 positions reported filled by the Boston office during the past year shows that over 11,000, or nearly 59 per cent., were for day, casual and general unskilled labor, while of the remaining 7,900, about 5,200, or 27 per cent. of the whole number, were positions requiring a certain degree of mechanical skill; 1,972, or about 10 per cent., were mercantile positions; and 691, or less than 4 per cent., were for clerical positions, including stenography. The handling of skilled help at a separate office, located in the heart of the mercantile district, together with the establishment of a comprehensive follow-up system, as above suggested, would in my judgment in a comparatively short time, remove the handicap under which the State office is now laboring in placing this class of help, and not only be of direct benefit to large numbers of deserving searchers for employment, but be welcomed by employers generally, who would prefer to patronize an efficiently and intensively organized public clearing house of this character to being obliged to deal with the private commercial agencies; and there is ample evidence on the files of this department in the form of letters and interviews with employers to justify this statement.

3. *The development of closer relations with the school authorities*, with a view to more intelligent vocational guidance and placement of juveniles, at least until such time as the State Board of Education and the local school committees may be given complete jurisdiction over this aspect of the employment problem.

4. *The establishment of closer co-operative relations with various social and semi-philanthropic organizations*, private schools and commercial colleges, which now undertake to find employment for their patrons, some of which charge only a nominal fee for the service, not with a view to profiting thereby, but osten-

sibly to cover an overhead charge for a service which it ought to be possible for a central public office to perform as well or better.

5. *A more systematic and comprehensive campaign of publicity* than has hitherto been attempted because of lack of adequate means, through the press, social organizations and organized contact with employers.

6. *The appointment of a competent person whose entire time may be devoted to studying the needs of the several offices*, correlating their activities, and exercising such supervision over administrative details under the direction of the Director of the Bureau of Statistics as the latter, with his numerous other duties, cannot give with that degree of closeness and continuity which the importance of this branch of the Bureau requires for its efficient development. Such a person should combine the knowledge of a student of employment problems with administrative ability, and it would be one of his principal duties to keep in constant touch with large employers of labor and familiarize himself thoroughly with their needs.

7. *The creation of a general Advisory Council*, supplemented, if necessary and desirable, by a separate committee for each local office, to serve without pay and to consist of representatives of the various bodies in the community chiefly concerned in the problem of the most efficient distribution of labor and best calculated to jointly reflect public opinion on this subject, the duty of the members to be to advise respecting the administration of the offices and the best methods of making the policies above outlined effective, so that the widest possible measure of co-operative effort between them and the general public, employers and employed alike, may be secured. Such a body is now provided for in the regulations governing the management of the most progressive public employment offices both in the United States and in the countries of Europe.

While authority to carry out certain portions of the programme above outlined might, perhaps, be assumed under the general terms of the existing law, provided sufficient funds were appropriated for the purpose, it has seemed to me proper, in view of the importance of the whole subject, that the situation be laid frankly before the Legislature with a view to its direct

approval of the development of the State employment office system along the lines suggested, by the passage of an act, substantially in accordance with the following bill, intended to sanction such an effort, provided it be desired to continue the maintenance of these offices in their present jurisdiction:—

AN ACT TO PROVIDE FOR THE ESTABLISHMENT AND MAINTENANCE OF
PUBLIC EMPLOYMENT OFFICES.

SECTION 1. There shall be established and maintained under the care and direction of the director of the bureau of statistics, in such municipalities as may be selected after proper investigation by said director, public employment offices for the purpose of bringing together those who seek employment and those who desire to employ. In rendering such service preference shall be given, as far as practicable, to residents of the commonwealth, and the reliability and fitness of an applicant for employment shall always be taken into consideration in referring him to an employer for a particular position. The location of each office established under the provisions of this act shall be plainly indicated by a proper sign or signs and the furniture and fixtures of the office shall be provided by the sergeant-at-arms in the manner and under the restrictions specified in section four of chapter ten of the Revised Laws for buildings or parts of buildings leased to the commonwealth.

SECTION 2. The employment offices established under the provisions of section one of this act shall be organized into a division of the bureau of statistics, and the director of the bureau is authorized to appoint, subject to the approval of the governor and council, a chief of said division to have general direction of the work of the several offices and to perform such other duties as may be assigned to him by said director, and said director shall also appoint a general advisory council and, if deemed desirable, a separate advisory committee for each of the several employment offices established under this act, on which there shall be an equal representation of employers and employees and, in addition, such other persons who have made a special study of employment problems as said director may select. The members of said advisory council and committees shall serve without pay and it shall be their duty to advise in the management of the public employment offices provided for by this act; and said director shall appoint for each such office a superintendent and such agents, clerks, and other employees as may be required for the proper conduct of the business of said offices. The salaries of superintendents and agents appointed under this provision shall be fixed by the director, who is authorized to grade and classify the same, but shall not, except with the approval of the governor and council, exceed two thousand dollars for superintendents and fifteen hundred dollars for agents.

SECTION 3. The director of the bureau of statistics shall co-operate

with the state board of education and the local school authorities in every way possible and feasible for the most efficient placement of juveniles in positions of employment under such regulations as may be mutually agreed upon by him and said board, and he may make such other regulations not in conflict with this act as he may deem necessary for the proper conduct of the offices established in accordance herewith; and he may gather data and publish bulletins from time to time relating to the subject of employment such as he may deem to be in the public interest. He shall make an annual report covering the work of this division of the bureau which shall be printed as a public document.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or other employee who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for a term not exceeding thirty days, and shall be disqualified from holding further connection with said office.

SECTION 5. There shall be allowed and paid out of the treasury of the commonwealth, upon the approval of the director of the bureau of statistics, for salaries and for contingent expenses in connection with the establishment and maintenance of public employment offices as herein provided for, such sum as the general court may annually appropriate therefor.

SECTION 6. Sections one to nine inclusive of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine, and all acts or parts of acts inconsistent herewith, are hereby repealed.

SECTION 7. This act shall take effect upon its passage.

In nothing which I have said here have I been moved by any spirit of personal antagonism to the privately conducted commercial agencies. I have no quarrel with any of them. Some of them claim vigorously to be rendering a kind and amount of service to the employer which the public office does not give with the same degree of efficiency. To what extent this claim can be justified seems to me in the final analysis immaterial. The private agencies certainly have their defects, which their managements, if honest, must admit, as have the public offices, whose defects are probably as well known to me and to those immediately in charge of them — and some of which I have called attention to in this report — as to any would-be critic. But I question very much whether the complaints heard against the public employment offices with respect to their ability to serve the employer efficiently are necessarily inherent in the

system and incapable of removal by adequate and sympathetic legislative action. At any rate, I think we ought to make the effort. The justification for the maintenance of these offices by the Commonwealth must be that they are established to perform a public function, and they ought, accordingly, to be permitted to perform this function to the limit of their possibilities. Employment in some capacity best suited to his ability is necessary for every individual compelled to earn his bread, and if such employment exists somewhere in the community, it is the right of the individual to have it without its being made a matter of barter and personal profit for some third person. That such an arrangement should be necessary seems to me essentially unnatural, artificial, and socially unethical, and only to be tolerated for such time as the State may feel unwilling, whether for reasons of expediency or otherwise, to assume the entire responsibility.

CHARLES F. GETTEMY,

Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 3, 1917.

REPORTS OF THE SEVERAL OFFICES.

Aggregate Business of all Offices from December 3, 1906, to November 30, 1916.

XX CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Total
	1907 ¹	1908	1909	1910	1911	1912	1913 ²	1914 ³	1915 ³	1916 ³	
Offers of positions, . . .	46,853	32,654	41,540	51,082	58,172	74,089	74,113	53,858	51,580	78,157	562,098
Positions reported filled, .	15,510	14,955	17,741	20,574	21,158	26,587	29,117	24,710	26,689	39,865	236,906
Persons furnished employment.	10,707 ⁴	9,093	11,166	12,292	13,205	15,711	16,835	13,644	14,304	19,413	136,370
Persons applied for by employers.	35,563	18,980	23,817	28,354	30,632	36,834	39,230	31,565	33,906	60,782	339,663

¹ The figures for 1907 are for a full 12 months for the Boston office, three months only for the Springfield office and two months only for the Fall River office.

² The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one-half months for the Worcester office.

³ The figures for 1914, 1915, and 1916 are for a full 12 months.

⁴ This figure is for the Boston office only.

THE BOSTON OFFICE: 8 Kneeland Street.

G. HARRY DUNDERDALE, *Superintendent.**Summary of Business from December 3, 1906, to November 30, 1916.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916	
Offers of positions, . . .	44,876	24,445	32,432	41,630	47,688	61,051	58,324	37,117	30,532	42,506	420,601
Positions reported filled, .	14,480	9,941	13,034	15,478	15,806	19,554	20,971	15,724	14,491	19,120	158,599
Persons furnished employment.	10,707	6,535	8,327	9,262	10,112	12,216	12,981	9,148	8,416	10,774	98,478
Persons applied for by employers.	33,696	12,825	17,404	21,425	22,816	26,749	26,956	19,453	17,847	29,172	228,343

Following is a somewhat general review by the Superintendent of the work of the Boston office during the past year: —

The report of the Boston Public Employment Office for 1916 relates to conditions which are practically the reverse of those portrayed in the 1915 report, inasmuch as the latter records a season of depression in business seldom equalled, while the 1916 report records a season of activity which has been phenomenal. The 1915 report reflected for seven months of that year decreases in the demand for help ranging from 26 per cent to 49 per cent as compared with the seven months of 1914. The year 1916 reverses this, and shows increases in the demand for help every month during the year, ranging from 21 per cent to 125 per cent, with

the exception of the month of November in the men's skilled department, which shows a decrease of one per cent.

The number of positions reported filled for 1915 was in ratio with the demand for help. This year there were three months only for which the positions reported filled showed a decrease from the previous year, — the increases ranging from 13 per cent to 111 per cent over 1915. The decreases here noted are not to be accepted as a break in the prosperous conditions of the other months of 1916, but simply that the months of September, October, and November of 1915 were the heaviest months for positions reported filled in that year, while the number for the corresponding months of 1916 fell below these figures. The difference between the demand for help and the positions reported filled this year was caused by our inability to supply competent help on account of its scarcity, — the market on a number of occasions being practically empty of mechanics and artisans looking for work.

The principal demand in the men's departments has been for machinists and able-bodied workmen, chiefly for work connected with machinery or munitions of war to be used in Europe, while all branches of trade have shown a remarkable growth from the previous year. The demand for able-bodied laborers was such that wages in ammunition factories and other workshops ranged from \$2.25 to \$2.75 and \$3 for a working day of eight hours, with time and a half for overtime, enabling those who desired overtime to draw weekly wages ranging from \$18 to \$25. The wages of the skilled mechanics in these trades began to increase and in addition to the overtime which they made, ran the weekly wages up to figures that have seldom, if ever, been reached before. The news of this well-paid activity spread throughout the country, with the result that ordinary farm laborers and general workers from village and hamlet were soon absorbed in this great industrial activity, and as a consequence when the farmers were in need of men they found it next to an impossibility to secure them. These conditions, together with the general suspension of European immigration and the mobilization of the reserves of the different nations engaged in the war, which took many thousands of able-bodied men out of the country who had previously been engaged in manual labor, were the principal causes of the lack of workers. Later on, the mobilization of the Massachusetts State Militia for service on the Texas border helped to further decrease the ranks of the workers. So vast has been the scarcity of competent help that farmers, manufacturers, and merchants have been obliged to employ help of a class that in previous years they would not even consider.

One branch of industry, that of clerks, bookkeepers, typists, stenographers, and general office workers, did not seem to be affected during these abnormal conditions of trade. Since the fall of 1913, — when the recent business depression began, and in 1914, when the stock exchanges closed, and many office forces were decreased, — the demand for this class of workers has practically been at a standstill. Every effort has been

made by circular letters to call the attention of merchants, manufacturers, and business men in general to the large number of workers, both male and female, who were anxious and willing to work, but with very little success.

In the women's departments, there has been a very pronounced scarcity of factory workers, housework girls, waitresses, chambermaids, and general hotel and restaurant workers.

The year 1916 will also be remembered in this section of the country for the abnormal scarcity of culinary help, both male and female. When information as to the wages paid in factory work became general, the men engaged in kitchenwork and dishwashing, who were physically able, threw up their jobs and went to work in the factories. This so decreased the supply of the class of labor referred to that wages jumped \$2 to \$3 a week. Many managers of hotels, restaurants, clubs, cafés, and dining-rooms could not fill the places with men, and secured women to fill in the breach in their industrial ranks so that it was not long before the wages of this class of female help increased \$1 to \$2 a week. There was also an abnormal demand for chambermaids and waitresses, especially during the season at pleasure resorts. This was no doubt due to the war, as many who formerly spent their summers in Europe were obliged to remain in America, and flocked to the various places for rest and recreation. This made the demand for help much heavier than in previous years, and wages increased at such places \$4 and \$5 a month. In the latter part of September and the beginning of October, the activity in some of the ammunition plants and other factories began to show signs of waning, with the result that the high wages formerly paid are being gradually reduced, and the demand for help is being materially lessened, so that every week now shows a larger number of applicants for work.

The demand for housework girls has throughout the year been far in advance of the supply, a condition also due, undoubtedly, in a large degree to the lack of emigration from Europe, and the fact that many girls gave up housework to go into factories where they could earn from \$12 a week upwards; as a result, wages of general housework girls have jumped from \$5 last year to \$8 at this writing. Many families accustomed to the services of a housework girl have been obliged to perform the light work themselves, and have called in day workers once or twice a week to perform the heavy work.

The Boston Public Employment Office, with this report, celebrates its tenth birthday, and emerges from a struggle, entered into as an experiment, with the happy conviction that it has more than fulfilled the hopes and desires of success of its well-wishers; and not only this, but it has shown to those who were dubious as to whether the work of an employment office was a State function or not, the immense benefit it has been to thousands upon thousands of wage earners in all branches of industry, and that it is no longer an experiment, but a vital necessity in industrial life. It has also brought a realization of the splendid possibilities that

still remain for a further extension of its functions by perfecting its present work of bringing the employer and employee together, by ascertaining the facts as to whether the employer is satisfied with the services of the help we sent him, and also whether the employee is satisfied with the position secured through the instrumentality of the office.

If public employment offices are to fulfill their mission to the highest state of efficiency, so that they may have the complete confidence of both employers and employees who may be induced to feel that these offices are worthy of unlimited patronage, they should do their utmost to see that every effort is made to place people in positions which are agreeable to them, and in which they take pleasure in performing their duties, since a contented and satisfied employee is a guarantee of good service and a source of satisfaction to the employer. It should also be one of the functions of the public offices to have representatives visit manufacturers, merchants, and business men to see if the service we are rendering is up to the highest efficiency, and to secure, if possible, suggestions that will promote this end. This would, however, entail the employment of expert help in this particular line of work, which, unfortunately, has not been possible under present appropriations.

Every effort made by the office in placing applicants for employment in positions must be to secure by the service rendered the good will and appreciation of the employer, as without such co-operation our efforts would be useless. When it is taken into consideration that the daily attendance of applicants for employment averages between 1,000 and 1,500 in summer and 1,500 to 2,000 in winter, it must be seen that a certain standard of efficiency in the applicants must be maintained if the interests of the employers who patronize our office are to be conserved. After 10 years of practical experience in the Boston office, with the large number of applicants for employment, I have found that there are certain to be among them many willing and conscientious workers, as well as others who are careless and indifferent as to whether they work or not. When the latter class are offered positions, some of them will only work for a few days, very seldom for a week, and then throw the job up on the slightest pretext and come back to the office looking for another place. They demand work, but when asked why they left their last place, they have only some flimsy excuse to offer. Now, a successful employment office cannot tolerate such a situation. Of course, there are employers who are very hard to get along with, and who are continually making the lives of their employees a burden to them, but they are few in comparison to the hundreds of employers who are tolerant, and who rightly expect a fair return in work for the money they are paying. The office does not require any person to accept a position where the conditions are not acceptable, and will willingly try to place an employee in more satisfactory surroundings, but once we are convinced that applicants are not sincere in their desire to secure steady employment, we let them understand that we cannot afford to waste time over them which can be used to better

advantage in trying to secure work for those who are anxious and willing for it. We have every sympathy for those out of work, and will do everything in our power to assist them in securing employment, but this office cannot be allowed to become a rendezvous for idle, indifferent, unreliable work people.

During the year many employers used the office for the first time and being pleased with the service, have given us repeat orders. A number of employers have called upon the office for vacation substitutes for clerks, stenographers, bookkeepers, and switchboard operators, which have been filled satisfactorily in every case. We can safely say that having satisfied these employers in filling these positions when such help is in great demand, we can certainly fill them during the other portion of the year.

An effort will be made, beginning with our new year, to test the qualifications of every stenographer and typist making application for employment, so that we can recommend applicants with certainty for positions after they have qualified in the test. Previously we have been obliged to rely upon the application blanks which were filled out by the applicant.

This year we have to report a grand total of 33,420 employers of labor who have patronized the office since its institution ten years ago. This is an increase of 2,606 employers during the past year. We have on record 831 employers of labor outside of Massachusetts who have used our service since the office opened December 3, 1906, 80 of whom have applied this year. Since our last report, we have received orders from 7,115 employers of labor, 4,499 of whom were former patrons, and 2,616 who made use of our service for the first time. The demand from employers in the state was 99 per cent, and from employers in other states, one per cent; of the latter, the demand has been from Connecticut, Maine, Missouri, New Hampshire, New Jersey, New York, Rhode Island, Vermont, Wisconsin, and Bermuda.

The total number of applicants for work, male and female, who secured positions, was 10,774, which, compared with the figures of last year, 8,416, shows 28 per cent increase. Of the total number of male applicants for work, 7,423 secured positions as against 5,293, which is an increase of 40 per cent. The total number of female applicants for work who secured positions was 3,351 as against 3,123 last year, showing an increase of seven per cent.

The total number of applicants who secured positions in the male departments was 7,423, of whom 64 per cent, or 4,751, were native born, and 36 per cent, or 2,672, were foreign born. The total number of female applicants who secured positions was 3,351, of whom 57 per cent, or 1,910, were native born, and 43 per cent, or 1,441, were foreign born.

The total number of persons sent to this office during the year by philanthropic persons, social workers, and others was 196 males and 128 females; of these, 52 males and 45 females secured employment.

THE SPRINGFIELD OFFICE: 47-49 Water Street.

CHESTER W. ALLEN, *Superintendent.*

Summary of Business from September 4, 1907, to November 30, 1916.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916	
Offers of positions, . . .	1,464	3,940	5,753	6,626	8,559	11,077	12,372	7,913	9,615	17,617	84,936
Positions reported filled, .	796	2,431	3,166	3,675	4,310	5,392	6,325	4,685	6,106	10,999	47,885
Persons furnished employment.	- ¹	1,538	1,929	2,085	2,300	2,819	2,965	2,032	2,528	4,264	22,460
Persons applied for by employers.	1,488	3,204	4,283	5,007	6,176	7,845	9,229	6,263	7,571	14,726	65,792

¹ No record of detail kept. Office open three months only in 1907.

The Superintendent of the Springfield office reports as follows:—

A larger amount of business was transacted at the Springfield office during the past year than during any year since the office was opened nine years ago. The demand for help each month this year exceeded that of the corresponding month of last year and the total number called for by employers was 5,497 more than the number called for in 1913, the previous record year. The activity in the demand for help, which began in April, has continued and during no month since then has the number of persons called for by employers fallen below a thousand, and in August, the record month, nearly 1,800 were called for.

In the number of positions reported filled, the record for each month during the year exceeded that of the corresponding month of last year, August being the record month since the opening of the office, with 1,224 positions reported filled. The record of the year is 4,674 more positions reported filled than in 1913, the previous high year, and 4,893 more than last year.

Since the office first opened on September 4, 1907, our records show a total of 9,701 individual employers who have applied for help, of whom 3,190 applied this year. Employers outside of the state to the number of 555 have applied for help since the office first opened, of whom 175 have applied this year. Of the 3,190 individual employers who applied for help this year, 1,871 have applied in former years, 96 of whom are non-residents of this state, and 1,319 represent the number of employers who used the office for the first time during the past year, 79 of whom do not live in Massachusetts.

Of the total number of males who secured employment (3,372), 60 per cent, or 2,026, were native born, and 40 per cent, or 1,346, were foreign

born. Of the total number of females who secured employment (892), 59 per cent, or 523, were native born, and 41 per cent, or 369, were foreign born.

In the men's department, the number called for and positions reported filled were the largest since the office was opened, more men were called for and positions reported filled than during each of the corresponding months of last year. During May, August, and September, over one thousand men were called for. The total number of men called for by employers was 3,219 more than during 1913, the best previous year, and 3,009 more men were placed than during that year. As compared with last year, 5,044 more men were called for and 3,508 more positions were reported filled.

Increased efforts were made this year to aid the farmers by supplying competent help. The scarcity of good men seeking this kind of work made it a difficult problem especially when good milkers were desired. During the tobacco harvest in August, experienced men were at a premium and much higher wages were offered than a year ago. During the year 1,469 men were called for and 1,117 positions were reported filled. As a result of the industrial activity experienced during the past year, wages have been increased in almost every line of industrial activity from those of the common laborer up. Practically no building laborers have been sent from the office for many months at a wage less than 30 cents an hour, and during August higher wages were offered. There has been a great scarcity of boys between the ages of 16 and 18 years seeking employment, and those applying have been demanding a wage of not less than \$8 a week. Only a very few boys between the ages of 14 and 16 years have applied, the reason being that employers demand a boy over 16 years of age.

In the women's department, more women were called for and more positions reported filled than during any previous year; 2,111 more women were called for than during last year and 1,485 more positions reported filled. Since March the demand has been good, and during three months — May, September, and October, — over 500 women were called for. During five months — April, May, June, September, and November — the placements were between three and four hundred, while in October the four hundred mark was passed, 403 positions being reported filled, which established a new record for the office.

For several years the registrations of new female employees has been about one thousand. The past year 32 less women were registered than in 1915. Although there has been much changing in institutions, hotels, and restaurants, and more day workers have been sent out than ever before, the number of women who secured but one position was 556 as compared with 345 women who secured one position last year.

Ninety colored women were sent out during the year, most of them for day work. At least 25 of these were recent arrivals from the South. Of all these women only six were reported as unsatisfactory. Many

proved so satisfactory that they had little difficulty in securing all the work they wanted. The southern colored women who came to the office seemed to be good workers who had been regularly employed and had come North to better themselves. Most of these women were married and had done general work by the day in the South.

Monthly reports showing the condition of the labor market as viewed from this office have been printed in the local papers, which, with news items concerning the work of the office given the press from time to time, have tended to keep the people informed of what the office is doing.

The work in the women's department consists mostly of placing those seeking work of a domestic or personal service nature, and there seems to be an opportunity to do more in placing women in manufacturing lines, also office help, stenographers, bookkeepers, and clerks, but with one placement clerk filling between three and four hundred positions a month, which takes her entire time, it seems best, in order to give the employers the service they want, to recommend the appointment of an additional female placement clerk to handle the work outside of domestic and personal service. I firmly believe that with the assistance of an additional female placement clerk, the business of the women's department can be greatly increased.

THE WORCESTER OFFICE: 48-52 Green Street.

WILLIAM A. MCCARTHY, *Superintendent.*

Summary of Business from September 15, 1913, to November 30, 1916.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Total
	1913 ¹	1914	1915	1916	
Offers of positions, ...	1,822	7,561	10,365	16,515	36,263
Positions reported filled, ...	552	3,176	5,150	8,398	17,276
Persons furnished employment, . .	479	2,152	3,156	4,137	9,924
Persons applied for by employers, . .	1,089	4,387	7,316	15,152	27,944

¹ Office open two and one-half months only in 1913.

The Superintendent of the Worcester office reports for the year as follows:—

In reviewing the work of the Worcester Public Employment Office for the year 1916, a year during which but few of the larger employers of labor of this section could secure the necessary number or quality of workers, and a year, the equal of which was never known, when employees could secure work so easily, our records show that during the year 15,152 persons were called for and 8,398 positions filled. This is an increase of 107 per cent in the number of persons called for and 63 per cent

in the number of positions filled over the year 1915, during which year the office was able to supply 70 per cent of the demand, while during the past year it was able to fill only 55 per cent, due to the abnormal business conditions.

One of the principal industries in this section being the manufacture of machine tools, the largest demand for male help came from concerns in this business. The demand for experienced workers in this line was enormous and the supply was far from adequate to meet it. Many concerns made a practice of calling the office each morning as soon as it was opened stating their requirements. The orders for the same kind of work came from concerns in different sections of the city and generally we were able to give an applicant his choice of several positions, and employees soon realized the advantages gained by coming to this office.

The type of applicants applying for work, whether laborer or mechanic, has been of the highest, and in a number of cases the office has demonstrated its ability to furnish concerns with foremen as well as with mechanics and laborers. It frequently happened that a man would state a preference for a certain shop, and if informed that the office had no call from that concern for a man of his capabilities, he would gladly accept a card of introduction to another employer. Many of the larger concerns requested that if at any time an applicant applied who appeared to be an exceptional workman and there was no opening for him, they be informed and they would try and find a place for him. We have taken advantage of this request and the results obtained have proved very satisfactory to both employer and employee.

One of the best arguments for the use of this office is given in the following illustration. I was visiting an official who had charge of hiring the help for one of the large concerns in this city and was informed by him that he did not think the office could be of any assistance to him in securing help, as men who wanted work would apply at the factories. To prove his statement, he said that three weeks previous a foreman had made a requisition on a private office for four experienced men for certain work and that morning he had secured the last two men needed, but it took three weeks to get them. It so happened that a week previous a concern in the same line of business had made a requisition on this office for three men to fill similar positions and these men were furnished inside of five days.

Wire and wire specialty manufacturers in this city employ several thousand persons and the officials of both industries realize the value of co-operating with this office. The nature of the work in the wire industry is such as to make many laborers shun the work and there has been a standing demand from nearly all these concerns for all the laborers we could send them, and while large numbers have been referred to the different plants, the office could not begin to supply their wants. The office was able to fill a fair percentage of the demand for other workers, with the exception of wire drawers, in these shops.

In the textile business, this being of a seasonal nature, there is either a scarcity or a surplus of help, depending on the season, and during the dull season we found men making application for work who had held positions in mills as overseers, but who were willing to accept positions at other work until they could secure their old position when the mills started operations again. The office has been very successful in filling the orders it has received for experienced textile workers. One of the reasons for this large textile business is that since the office opened a traveling labor agent of one of the large woolen concerns of this state has made it his headquarters when in this vicinity in search of help, and he keeps constantly in touch with the office.

Concerns in need of draftsmen have made good use of the office, and we have been able to be of assistance to them, although the supply of these workers, when business is brisk, is very limited.

Stationary engineers and firemen have used the office to good advantage in securing work, and the number of first and second class engineers placed has been large and at good wages.

Building operations in this section were brisk throughout the year and there was a good demand for workmen in this line. At the approach of cold weather, many carpenters applied for carpenter work in the factories where, although the wages were less than what they had been receiving, they would have steady work for the winter.

The employer who suffered the most on account of the scarcity of labor has been the farmer. The busy season of the farmer, coming at a time when other outdoor work is at its height, places him at a great disadvantage. Being cut off from the supply of immigrant laborers and not knowing how his crops would turn out, or the prices he would receive for them, and not being in a position to raise money the same as other employers, he had to take whatever help he could secure at the wages he was able to afford. Even in years when help was plentiful, the farmer has found it difficult to obtain the proper kind of help. The reason for this is found in the method he uses in securing his help. When a farmer needs help he too frequently goes to an employment office without making any previous arrangement, expecting to find first-class farm hands waiting for positions, and though knowing that such men are always in demand, he is disappointed at not getting immediate service. The sooner the farmer changes his methods by giving the office advance notice of his visit, the sooner he will be able to obtain better help. Through constant dealings with the farmers and the farm hands, the office is in a very good position to judge whether the continual changing of farm hands is due to the farmer or to the class of help he is hiring, and is also in a position to assist the farmer who desires good help, providing the proper co-operation is given.

In my report last year I stated, "The indications at present are that during the coming year common laborers are going to be in much demand with a very limited supply." That this statement has been fulfilled is

very well known by employers who employ this class of help in any large numbers. The laborer, whose wages have increased from 30 to 50 per cent over a year ago, has been the most independent of workmen during the year, and for little or no reason would leave a job knowing he would have no difficulty in securing another. Much work that had been planned during the year had to be left undone on account of the scarcity of laborers. Many of the laborers have been seeking inside work, as they find that, although the wages are not equal to what is paid outside laborers, they average more at the end of the year, as they have no lost time due to weather conditions.

Since the opening of the schools in September very few boys under 18 years of age have been applying for work, and it is with much difficulty that apprenticeship positions have been filled. The latter part of the spring and early part of the summer brought a considerable demand for hotel and restaurant help, but the high wages and shorter hours prevailing in manufacturing establishments made it very difficult for employers in this business to secure and hold help.

During the year we have found a large number of applicants, both English-speaking young men from 18 to 25 years of age and immigrants who have come to this country within the past few years, many of them hardly able to speak the English language, seeking positions in the machine shops operating machines. On account of the great demand for experienced workmen in the machine line, many employers have been forced to put inexperienced men running machines. In doing this an experienced man is required to get the machine ready and make all changes on it, so that all the operator has to do is to keep it running, — nothing more or less than what any laborer could do. These men in a number of places have made excellent wages and class themselves as good workmen. The highest wage they have earned they set as a standard and often expect more pay than a first class machinist and refuse to accept wages commensurate with their real ability. Employers, I fear, will have some difficulty with this class of applicants in the future, since many of them, especially those with a slight knowledge of the different machines, will declare themselves capable of doing good work and will be hired, and then in a few hours may spoil more work than their week's wages would pay for.

The demand for stenographers and office clerks, both male and female, increased considerably over a year ago, and employers are commencing to realize that this office is more careful in the selection of this class of help than any other source from which they are obtained in Worcester. Office managers and other officials hiring office help have found that the applicants referred to them for office work are just as high grade in their line as the mechanics that are sent to the production department.

Throughout the year manufacturing concerns employing female help have found this office to be of great benefit to them. Female factory workers have also found that it was more convenient to come to the office to secure information regarding the factories needing help than to travel from one shop to another.

The demand and supply of housemaids for the year might well be compared to the mountain and the mole hill. The supply of maids was limited to experienced workers who demanded work in small families where high wages were paid. While every effort was made to discourage employers seeking low and medium priced maids, a large number of employers insisted on leaving their orders, some few increasing the wage when informed of the difficulty experienced in filling the same. Women with maids made every effort to make conditions agreeable and to keep them satisfied, if possible, and in many instances employers would have day women come in to do the washing and cleaning to lessen the work of the regular maid. Those employers who could not secure the services of maids had to content themselves with the services of day women from one to three days a week, and this caused a very heavy demand for this class of workers, and in fact the demand was so great at times that employers would place their orders three or four days before they wanted a woman. Many mornings, especially during the summer and fall months, the supply of these women was greatly below the demand.

State institutions have patronized the office more during the year than any other year since it was established, and invariably the representatives who called to interview applicants have secured some of the help wanted and have stated that they were well pleased with the service rendered.

The number of individual employers, 3,475, calling for help during the year increased 56 per cent (2,234) over the previous year. Of this number (3,475), 2,103 were employers who patronized the office for the first time and 1,372 were employers who had called during previous years. The number of persons called for, 15,152 (8,000 males and 7,152 females), is an increase of 107 per cent over the year 1915, when the demand was for 7,316 persons (3,420 males and 3,896 females). The number of positions filled increased 63 per cent, or from 5,150 (2,428 males and 2,722 females) to 8,398 (3,716 males and 4,682 females).

Individual persons securing positions increased from 3,156 to 4,137, or 31 per cent. Of this number (4,137), 3,194, or 77 per cent, secured one position and 943, or 23 per cent, secured more than one. Of the male persons (2,746) securing work, 1,457, or 53 per cent, were native born and 1,289, or 47 per cent, foreign born, and 1,870, or 68 per cent, were single and 876, or 32 per cent, married. Of the female persons (1,391) securing positions, 871, or 63 per cent, secured one position and 520, or 37 per cent, secured more than one. Of this number (1,391), 730, or 52 per cent, were native born and 661, or 48 per cent, foreign born.

More employers have visited the office during the past 12 months than during the previous 27 months of its establishment. It has been found that the employer who receives the most benefit from the office is the one who keeps in closest touch with it. A number of employers when they first used the office would do so only when they had first tried all other sources, using this office as a last resort. Some of these at first could not seem to realize that there was a shortage of labor and found fault with

the service because the number and kind of workers wanted could not be secured; but the better acquainted they became with the office, the more frequently they used it. The more frequent by an employer calls on the office, the better acquainted the placement clerks become with the class of help he desires, and a number of employers have stated that if they were in the office personally selecting their own help, they would not be able to select a better class than is being sent them. The more calls a placement clerk receives from an employer, the more interested he becomes in the help he sends to that employer, because he feels that the employer is co-operating with him in his work and is satisfied with the results he is obtaining through the office.

The higher the grade of applicants called for, the more time is required in interviewing them before sending them to positions. Oftentimes considerable questioning is necessitated to find out to which employer an applicant should be sent, and very often applicants, especially exceptional workmen, rebel against the questions asked them; but when the object is explained, they voluntarily give all the information required, and often through this questioning the placement clerk will pick out a man who had applied for work of an ordinary nature and assist him to a responsible position. The class of applicants applying for work during the year has been of the highest with very few of the short job men available, as the policy of the office has been to discourage such applicants by offering them permanent positions.

The newspapers have given the same co-operation as in former years, and much credit is due them for the publicity they have given the office.

THE FALL RIVER OFFICE: 182 Bank Street.

HARRY F. DOWNS, *Superintendent.*

Summary of Business from October 1, 1907, to November 30, 1916.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916 ¹	
Offers of positions, . . .	513	4,269	3,355	2,826	1,925	1,961	1,595	1,267	1,068	1,519	20,298
Positions reported filled, .	234	2,583	1,541	1,421	1,042	1,641	1,269	1,125	942	1,348	13,146
Persons furnished employment.	— ²	1,020	910	945	793	676	410	312	204	238	5,508
Persons applied for by employers.	379	2,951	2,130	1,922	1,640	2,240	1,956	1,462	1,172	1,732	17,584

¹ Office closed during August.

² No record of detail kept. Office open two months only in 1907.

From the above statement it appears that the Fall River office did a somewhat increased business in 1916 over 1915, offering 451 more positions and filling 406 more, while there was an increase in the number of positions applied for by employers amounting to 560. This office has never done a volume of business comparable to that of any of our other offices, a fact due to local conditions alluded to in former reports; but its cost of maintenance has been very moderate, being only about \$2,000 a year, including the salary of the Superintendent (who conducts the office without clerical help), rent, janitor service, and all incidental expenses.

EXPENDITURES ON ACCOUNT OF PUBLIC EMPLOYMENT OFFICES, 1916.

The classified expenditures for the maintenance of the four offices during the year ending November 30, 1916, were as follows:—

Maintenance of Offices.

	Boston	Spring- field	Worcester	Fall River	* Total
Printing annual report, ...	\$61.44	\$30.73	\$30.73	\$30.72	\$153.62
Job printing, ...	303.89	112.71	211.89	18.45	646.94
Postage (inc. stamped envelopes), . .	49.74	58.43	19.00	6.00	133.17
Stationery and supplies, ...	71.85	55.32	36.53	2.20	165.90
Machine supplies and repairs, . . .	7.00	4.00	9.25	—	20.25
Rent, ...	4,200.00	1,020.00	1,200.00	540.00	6,960.00
Lighting, ...	248.20	34.54	32.10	6.07	320.91
Telephone and telegraph, ...	650.23	217.44	138.02	72.42	1,078.11
Advertising, ...	326.68	135.19	177.86	23.49	663.22
Cleaning materials, ...	35.54	17.56	68.24	6.55	127.89
Expressage and teaming, ...	8.65	3.77	2.49	1.24	16.15
Travel, ...	—	37.55	21.64	18.05	77.24
All other, ...	97.44	49.27	22.07	15.79	184.57
Salaries (inc. janitor service), . . .	14,641.65	5,383.46	4,126.44	1,288.00	25,439.55
Total, ...	\$20,702.31	\$7,159.97	\$6,096.26	\$2,028.98	\$35,987.52
Balance unexpended, ...	. . .	. . .	. . .	. . .	12.48
Appropriation, ...	. . .	. . .	. . .	. . .	\$36,000.00

STATISTICAL TABLES.

STATISTICAL TABLES.

TABLE I. *Consolidated Summary of Business of the Four State Offices for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1915)	
Applications from Employers, ...	—	—	50,195	28,456	+76.40
Individual Employers who Applied for Help, ...	—	—	14,337	10,613	+35.09
Persons Applied for by Employers, . .	36,380	24,402	60,782	33,906	+79.26
Offers of Positions, ...	50,540	27,617	78,157	51,580	+51.53
Positions Reported Filled, ...	22,310	17,555	39,865	26,689	+49.37
Individuals for whom one Position only was secured, ...	10,638	3,611	14,249	10,293	+38.43
Individuals for whom more than one Position was secured, ...	2,998	2,166	5,164	4,011	+28.75
Total for whom Positions were secured, .	13,636	5,777	19,413	14,304	+35.72

TABLE II. — *Summary of Business of the Boston Office for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1915)	
Applications from Employers, ...	—	—	25,591	15,130	+69.14
Individual Employers who Applied for Help, ...	—	—	7,115	5,402	+31.71
Persons Applied for by Employers, . .	17,834	11,338	29,172	17,847	+63.46
Offers of Positions, ...	27,505	15,001	42,506	30,532	+39.22
Positions Reported Filled, ...	10,335	8,785	19,120	14,491	+31.94
Individuals for whom one Position only was secured, ...	5,761	2,107	7,868	6,151	+27.91
Individuals for whom more than one Position was secured, ...	1,662	1,244	2,906	2,265	+28.30
Total for whom Positions were secured, .	7,423	3,351	10,774	8,416	+28.02

TABLE III. — *Summary of Business of the Springfield Office for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1915)	
Applications from Employers, ...	-	-	11,271	6,296	+79.02
Individual Employers who Applied for Help, ...	-	-	3,190	2,571	+24.08
Persons Applied for by Employers, . .	9,540	5,186	14,726	7,571	+94.51
Offers of Positions, ...	12,645	4,972	17,617	9,615	+83.22
Positions Reported Filled, ...	7,405	3,594	10,999	6,106	+80.13
Individuals for whom one Position only was secured, ...	2,494	556	3,050	1,547	+97.16
Individuals for whom more than one Position was secured, ...	878	336	1,214	981	+23.75
Total for whom Positions were secured, .	3,372	892	4,264	2,528	+68.67

TABLE IV. — *Summary of Business of the Worcester Office for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1915)	
Applications from Employers, ...	—	—	11,738	5,926	+98.08
Individual Employers who Applied for Help, ...	—	—	3,475	2,234	+55.55
Persons Applied for by Employers, . .	8,000	7,152	15,152	7,316	+107.11
Offers of Positions, ...	9,479	7,036	16,515	10,365	+59.33
Positions Reported Filled, ...	3,716	4,682	8,398	5,150	+63.07
Individuals for whom one Position only was secured, ...	2,323	871	3,194	2,482	+28.69
Individuals for whom more than one Position was secured, ...	423	520	943	674	+39.91
Total for whom Positions were secured, .	2,746	1,391	4,137	3,156	+31.08

TABLE V. — *Summary of the Business of the Fall River Office for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1915)	
Applications from Employers, ...	—	—	1,595	1,104	+44.47
Individual Employers who Applied for Help, ...	—	—	557	406	+37.19
Persons Applied for by Employers, . .	1,006	726	1,732	1,172	+47.78
Offers of Positions, ...	911	608	1,519	1,068	+42.23
Positions Reported Filled, ...	854	494	1,348	942	+43.10
Individuals for whom one Position only was secured, ...	60	77	137	113	+21.24
Individuals for whom more than one Position was secured, ...	35	66	101	91	+10.99
Total for whom Positions were secured, .	95	143	238	204	+16.67

TABLE VI. — *Summary of Each Office, Showing Volume*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
1	Boston:		
2	Males, ...	305	—
3	Females, ...	305	—
4	Total, ...	305	25,591
5	Springfield:		
6	Males, ...	306	—
7	Females, ...	306	—
8	Total, ...	306 ¹	11,271
9	Worcester:		
10	Males, ...	306	—
11	Females, ...	306	—
12	Total, ...	306 ¹	11,738
13	Fall River:		
14	Males, ...	279	—
15	Females, ...	279	—
16	Total, ...	279 ²	1,595
17	Consolidated Totals for Four Offices:		
18	Males, ...	—	—
19	Females, ...	—	—
20	Total, ...	—	50,195

TABLE VII.— *Consolidated Summary by Months at All of the Offices, Showing*

	MONTHS.	Working Days	Number of Applications from Employers
1	1915.		
2	December, ...	26	2,723
3	1916.		
4	January, ...	26	3,083
5	February, ...	24	2,901
6	March, ...	27	3,850
7	April, ...	24	4,991
8	May, ...	26	5,677
9	June, ...	25 ¹	4,566
10	July, ...	25	4,143
11	August, ...	27 ²	4,542
12	September, ...	25	4,925
13	October, ...	25	4,800
14	November, ...	25	3,994
15	Totals, ...	305	50,195

¹ Springfield, Worcester and Fall River offices had 26 working days in June.

of Business for the Year ending November 30, 1916.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
17,834	58.47	27,505	90.18	10,335	33.89	57.95	1
11,338	37.17	15,001	49.18	8,785	28.80	77.48	2
29,172	95.64	42,506	139.36	19,120	62.69	65.54	3
9,540	31.18	12,645	41.32	7,405	24.20	77.62	4
5,186	16.95	4,972	16.25	3,594	11.75	69.30	5
14,726	48.13	17,617	57.57	10,999	35.95	74.69	6
8,000	26.15	9,479	30.98	3,716	12.14	46.45	7
7,152	23.37	7,036	22.99	4,682	15.30	65.46	8
15,152	49.52	16,515	53.97	8,398	27.44	55.43	9
1,006	3.61	911	3.27	854	3.06	84.89	10
726	2.60	608	2.18	494	1.77	68.04	11
1,732	6.21	1,519	5.45	1,348	4.83	77.83	12
36,380	119.41	50,540	165.75	22,310	73.29	61.32	13
24,402	80.09	27,617	90.60	17,555	57.62	71.94	14
60,782	199.50	78,157	256.35 ¹	39,865	130.91	65.59	15

Volume of Business for the Year ending November 30, 1916—Both Sexes.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
3,312	127.38	4,618	177.62	2,489	95.73	75.15	1
3,837	147.58	5,747	221.04	2,916	112.15	76.00	2
3,638	151.58	5,188	216.17	2,683	111.79	73.75	3
4,637	171.74	6,704	248.30	3,273	121.22	70.58	4
5,989	249.54	6,879	286.63	3,564	148.50	59.51	5
6,809	261.88	8,421	323.88	4,314	165.92	63.36	6
5,476	214.71	7,154	281.30	3,643	142.95	66.53	7
4,952	198.08	5,966	238.64	3,117	124.68	62.94	8
5,686	210.59	7,139	264.41	3,600	133.33	63.31	9
5,949	237.96	6,902	276.08	3,436	137.44	57.76	10
5,717	228.68	6,956	278.24	3,572	142.88	62.48	11
4,780	191.20	6,483	259.32	3,258	130.32	68.16	12
60,782	199.50	78,157	256.35	39,865	130.91	65.59	13

¹ Fall River office closed during August.

TABLE VIII. — *Classification, by Occupations, of Persons Called*

	CLASSIFICATION.	BOSTON	
		Persons Called for	Positions Filled
1	Skilled Labor:	8,251	5,247
2	Clay, Glass and Stone, ...	48	30
3	Chemical, ...	113	31
4	Clothing industries, except footwear, ...	617	345
5	Engineers, mechanical, ...	—	1
6	Engineers, stationary, ...	215	126
7	Firemen, stationary, ...	381	261
8	Iron, Steel and other metal workers, ...	799	455
9	Food, Liquor, Beverages and Tobacco, ...	380	235
10	Lumber and Furniture, ...	132	75
11	Textiles, ...	120	43
12	Leather, Rubber and Allied Products, ...	468	226
13	Miscellaneous Manufacturing, ...	822	516
14	Building and Construction trades, ...	2,071	1,370
15	Machinists, Millwrights, and Toolmakers, ...	297	305
16	Moulders, Founders, and Furnacemen, ...	276	181
17	Pressmen and Feeders, ...	834	492
18	Compositors and Linotype Operators, ...	237	166
19	Bookbinders, ...	197	240
20	Miscellaneous Mechanical Trades, ...	244	149
21	Unskilled Labor:	15,357	10,757
22	Agricultural Laborers, ...	402	276
23	Day Laborers and Casual Workers, ...	2,595	2,017
24	Day Workers (women), ...	4,070	3,807
25	General Household Servants and Chambermaids, ...	1,317	851
26	Kitchen Workers, Waiters, Waitresses, and Cooks, ...	4,843	2,865
27	Hospital and Institution employees, ...	850	457
28	Miscellaneous Domestic and Personal service, ...	1,280	484
29	Transportation, ...	685	295
30	Mercantile Trade, ...	3,578	2,040
31	Clerical, ...	1,020	691
32	All other unclassified, ...	281	90
33		29,172	19,120

for and Positions Filled for the Year ending November 30, 1916.

SPRINGFIELD		WORCESTER		FALL RIVER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
2,924	2,036	5,249	2,543	133	44	16,557	9,870	1
30	19	10	—	—	—	88	49	2
38	25	41	10	34	5	226	71	3
134	66	211	103	—	—	962	514	4
—	—	—	—	—	—	—	1	5
27	6	111	53	10	4	363	189	6
53	32	236	122	5	1	675	416	7
232	137	2,273	1,194	—	3	3,304	1,789	8
105	63	92	37	—	—	577	335	9
166	128	107	60	—	—	405	263	10
17	5	753	242	36	10	931	300	11
7	2	106	20	12	5	593	253	12
415	264	345	228	30	7	1,612	1,015	13
1,365	1,045	687	309	6	6	4,129	2,730	14
70	50	146	102	—	3	513	460	15
128	105	56	31	—	—	460	317	16
62	44	26	14	—	—	922	550	17
5	3	7	2	—	—	249	171	18
28	16	—	—	—	—	225	256	19
42	26	37	16	—	—	323	191	20
10,110	7,649	8,579	5,327	1,563	1,288	35,609	25,021	21
1,490	1,121	606	263	12	4	2,510	1,664	22
2,870	2,511	1,291	787	846	279	7,602	5,594	23
2,869	2,807	3,721	3,504	618	917	11,278	11,035	24
1,047	294	1,632	367	56	42	4,052	1,554	25
1,083	555	717	205	25	28	6,668	3,653	26
239	109	343	135	—	12	1,432	713	27
512	252	269	66	6	6	2,067	808	28
661	513	360	133	1	—	1,707	941	29
574	456	558	206	21	11	4,731	2,713	30
202	117	276	113	6	1	1,504	922	31
255	228	130	76	8	4	674	398	32
14,726	10,999	15,152	8,398	1,732	1,348	60,782	39,865	33

TABLE IX. — *Daily Averages of "Persons Called for" and "Positions Re-*

	MONTHS.	PERSONS CALLED FOR					
		BOSTON		SPRINGFIELD		WORCESTER	
		1915	1916	1915	1916	1915	1916
1	December, ...	32	65	13	30	12	28
2	January, ...	31	70	11	32	12	40
3	February, ...	41	74	14	32	18	39
4	March, ...	50	87	27	36	21	44
5	April, ...	61	120	25	52	29	71
6	May, ...	63	133	23	59	29	61
7	June, ...	64	107	24	47	24	54
8	July, ...	52	92	20	51	23	50
9	August, ...	61	95	36	66	24	50
10	September, ...	91	111	42	64	37	57
11	October, ...	85	109	32	60	32	52
12	November, ...	74	86	32	48	29	50
13	Averages, ...	59	96	25	48	24	50

ported Filled" for the Year ending November 30, 1916, compared with 1915.

PERSONS CALLED FOR — CON.		POSITIONS REPORTED FILLED								
FALL RIVER		BOSTON		SPRINGFIELD		WORCESTER		FALL RIVER		
1915	1916	1915	1916	1915	1916	1915	1916	1915	1916	
5	4	28	49	10	24	9	20	3	3	1
3	6	26	55	8	26	9	27	3	4	2
4	6	36	57	11	27	13	23	3	5	3
5	5	42	63	20	27	14	27	4	4	4
5	6	51	73	20	38	19	32	4	5	5
5	9	52	84	18	43	20	32	4	7	6
5	7	54	74	19	36	18	29	4	4	7
3	5	42	56	17	39	15	26	3	4	8
—	—	47	61	27	45	17	27	—	—	9
4	6	67	58	35	45	26	30	3	4	10
4	8	67	64	27	45	21	29	3	6	11
4	7	62	60	28	36	20	28	4	6	12
4	6	48	63	20	36	17	27	3	5	13

The Commonwealth of Massachusetts

ELEVENTH ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE YEAR

1917

(INCLUDING THE MONTH OF DECEMBER, 1916)

By

THE DIRECTOR OF THE BUREAU OF STATISTICS



BOSTON

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ELEVENTH ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

Without any question there has never been a time when the subject of employment in its broader aspects, and the relation to it of public employment agencies, has been of such vital, fundamental, and far-reaching importance as at this moment, when the employment problem and the labor problem are virtually merged into one; and it is hardly too much to say, also, that the whole war problem is, in the last analysis, the labor problem.

The principle that society owes to the worker not only the abstract opportunity for a livelihood, but *free* access to that opportunity whenever and wherever it exists in concrete form, and also that society should furnish the directors of trade and industry similar *free* access to labor, has been one of slow recognition in America. But the world war, with America a part of it, has brought a shock to many institutions which, however useful service they may have complacently felt they were giving the community, have been suddenly awakened to a realization of their impotence in the face of conditions without precedent, either historically or economically. That vast economic changes now unseen and impossible to foresee, it is commonly agreed, may, and in all probability will, result from the war; yet however intelligently we may direct and influence these changes so as to interfere least with the normal flow of the everyday life of the people, it is clear that the readjustment of labor conditions from a peace to a war basis now visibly occurring all about us must be succeeded by another readjustment when the world recedes from a war to a peace basis, and it ought to be equally apparent that the second readjustment, if not properly anticipated and prepared for, may be accompanied by the keenest personal distress in hundreds of thou-

sands of cases, and perhaps, indeed unfortunately, by public turmoil.

The difficulties of eliminating from the consuming forces of the country the non-essential industries, that is, those not ordinarily necessary to the conduct of the war, and of training whole armies of workers, men and women, to new activities, are already upon us; but as these persons are to take the place primarily of the men in the armies who have been withdrawn from industry, our present problem is probably, in its largest aspects and in the long run, not so much one of actual shortage of labor as of a proper training and mobilization of available man power. But after the war the returning armies will create a surplus of labor which can obviously find an outlet only in one of two ways, and doubtless to a certain extent in both, that is, either (*a*) by displacing outright the war workers and driving them back to their homes or the street; or (*b*) by the expansion of industry on a peace basis to such an extent as will not only take care of the home-coming soldiers, but the new industrial army, great numbers of whom undoubtedly will not be content to drop back into the class of non-producers, but will insist upon continued employment under peace conditions when the necessity of work on war material ceases.

Every investigator and student of employment problems of this country knows from the most superficial observation that our present heterogeneous conglomeration of Federal, State, municipal, non-commercial and philanthropically conducted employment offices, charging no fees for their services, or at least not operating for gain, and the great number of private agencies, licensed and unlicensed, regulated and unregulated, which exact substantial fees for service, real or pretended, has been in a time of peace unable to make any visible contribution toward a scientific adjustment — I will not say solution — of the employment problem. Under these conditions it is inevitable, despite numerous exceptional cases, that there should be a certain amount of inefficiency of administration, and, on the part of the commercial agencies, indifference, to use no harsher term, to the welfare of the worker if not the real interest of the employer, not to mention an utter lack of constructive policy in the handling of the question from its broad,

economic standpoint. That in the absence of any central co-ordinating authority, bringing within its supervising scope all of these diverse agencies, they should prove quite inadequate to the present emergency is hardly surprising, and that we shall be woefully unprepared for the crisis of readjustment after the war, unless there is a radical change in this situation, must be apparent.

An investigation by the committee on industry and employment of the mayor's committee on national defense of New York City has pointedly summed up the whole case: "Something must be done quickly and intelligently if we are to get the results we need. We must utilize all our available machinery and create more, and we must do it in the light of our own experience and the experience of other countries in dealing with the problem." England and Germany had established prior to the war the two best systems of public employment offices, and of regulating employment through them. They represented two radically different theories of administration, neither of which in its entirety would probably be adapted to our Federal form of government and our much greater geographical area, but both of which may well serve as models for a modified Federal system in which the national government might exercise general direction over a chain of decentralized local agencies in the several States. Under the operation of the British Labor Exchange Act, passed in 1909, — prior to which there had existed in England only a loose system of municipal and philanthropic agencies, — the number of bureaus in January, 1915, numbered 401; now there are over 600, and plans are under way to increase the number to 2,000. The systematic development and co-ordination of these "labor exchanges," or public employment agencies, is a definite part of Great Britain's immediate war program.

A year ago I said in my annual report, referring to the need of more adequate support for the proper development of the Massachusetts Public Employment Offices: —

The justification for the maintenance of these offices by the Commonwealth must be that they are established to perform a public function, and they ought, accordingly, to be permitted to perform this function to the limit of their possibilities. Employment in some capacity best suited

to his ability is necessary for every individual compelled to earn his bread, and if such employment exists somewhere in the community, it is the right of the individual to have it without its being made a matter of barter and personal profit for some third person. That such an arrangement should be necessary seems to me essentially unnatural, artificial, and socially unethical, and only to be tolerated for such time as the State may feel unwilling, whether for reasons of expediency or otherwise, to assume the entire responsibility.

That statement was made without any reference to war conditions. It merely voiced my personal conviction that the question of employment, that is, of bringing together those seeking work and those needing workers, is fundamentally and economically a *public* and not a *private* function; it should be performed, therefore, through a public agency at the public expense, without any cost whatever to either the employer or the worker. But whatever may be thought of this theory, we are suddenly confronted in this critical time with the imperative necessity of a more intensive central organization and control of the various agencies of employment, and when the plans now under way for perfecting such an organization are more completely in operation, the direction in which the system of State offices can most advantageously be developed will be somewhat more clearly apparent. In the meantime, I have not thought it expedient to recommend legislation other than the appropriation measures necessary to maintain properly the offices as now organized.

The character of the service rendered by the offices at Boston, Springfield and Worcester, and the effect upon their activities caused by conditions growing out of the war, are described in the following pages by their respective superintendents, Messrs. G. Harry Dunderdale, Chester W. Allen, and William A. McCarthy, to each of whom I wish to express my appreciation for their faithful, loyal, and intelligent performance of duty under circumstances frequently trying and difficult. The statistical records are presented for the first time for the calendar instead of the fiscal year, in conformity with a recommendation of the committee on standard procedure and statistics of the American Association of Public Employment Offices; but the financial statement is for the State fiscal

year ending November 30, 1917. The Legislature last year appropriated considerably less than the amount which I estimated to be required to maintain the four offices then in existence and to develop the efficiency of their service to the public, so that it was necessary, on April 1, 1917, as one means of avoiding a deficit, to close the Fall River office, which had been in operation since October 1, 1907. The statistics of that office presented in this report are, therefore, for the four-month period, December 1 to March 31.

CHARLES F. GETTEMY,
Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 15, 1918.

REPORTS OF THE SEVERAL OFFICES.

Aggregate Business of all Offices from December 3, 1906, to December 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Dec. 1, 1916, to Dec. 31, 1917 ⁴	Total
	1907 ¹	1908	1909	1910	1911	1912	1913 ²	1914 ³	1915 ³	1916 ³		
Offers of positions,	46,853	32,654	41,540	51,082	58,172	74,089	74,113	53,858	51,580	78,157	80,734	642,832
Positions reported filled.	15,510	14,955	17,741	20,574	21,158	26,587	29,117	24,710	26,689	39,865	41,155	278,061
Persons furnished employment.	10,707	9,093	11,166	12,292	13,205	15,711	16,835	13,644	14,304	19,413	19,577	155,947
Persons applied for by employers.	35,563	18,980	23,817	28,354	30,632	36,834	39,230	31,565	33,906	60,782	62,541	402,204

¹ The figures for 1907 are for a full 12 months for the Boston office, three months only for the Springfield office and two months only for the Fall River office.

² The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one-half months for the Worcester office.

³ The figures for 1914, 1915, and 1916 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office.

⁴ The figures for 1917 are for 13 months for the Boston, Springfield and Worcester offices, and four months for the Fall River office, this office being discontinued March 31, 1917.

⁵ This figure is for the Boston office only.

THE BOSTON OFFICE: 8 KNEELAND STREET.

G. HARRY DUNDERDALE, *Superintendent.*

Summary of Business from December 1, 1906, to December 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Dec. 1, 1916, to Dec. 31, 1917	Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916		
Offers of positions,	44,876	24,445	32,432	41,630	47,688	61,051	58,324	37,117	30,532	42,506	43,032	463,633
Positions reported filled.	14,480	9,941	13,034	15,478	15,806	19,554	20,971	15,724	14,491	19,120	18,747	177,346
Persons furnished employment.	10,707	6,535	8,327	9,262	10,112	12,216	12,981	9,148	8,416	10,774	10,971	109,449
Persons applied for by employers.	33,696	12,825	17,404	21,425	22,816	26,749	26,956	19,453	17,847	29,172	28,848	257,191

The superintendent of the Boston office reviews the work of this office for the year as follows:—

The group of years from 1913 to 1917 will be recorded in industrial history as a period in which occurred the beginnings of a business depression, a tidal-wave boom of industry which was phenomenal, followed,

in 1917, by at first a gradual and almost imperceptible movement, and later a more pronounced tendency, toward conditions which have fallen below normal in those industries not engaged on government work.

Our fiscal year 1917 opened with the outlook far from encouraging. The great demand of the preceding year seemed to have taken all the surplus competent labor out of the market. Orders for men, skilled and unskilled, continued to flow in, but the men to fill these positions were scarce. The workers coming to the office, especially the skilled mechanics, were looking for high wages, while the able-bodied laborer began to ask for \$2.75 and upward for an eight-hour work day. Many individual firms doing private work had contracts on their hands which had to be completed at a specified time, and the scarcity of competent help made it such a perplexing problem that some of them advanced their rate of wages both in order to retain their workers and secure new ones.

This demand for skilled mechanics and able-bodied laborers has dominated the employment office during the entire year, while the supply has been very meager and was only obtainable when men were coming into and passing through the city in search of work, or when men being dissatisfied had left one position and were in search of another which would be more satisfactory. It seemed at times that the market for mechanics, especially those employed on steel and iron, had been depleted time and time again, as every attempt to fill the demand was practically barren of results, and as a consequence the orders for employees remained unfilled. Since April, when the government placed numerous contracts for torpedo destroyers, chasers, and submarines, and the factories were receiving extra contracts for munitions, boots, shoes, textiles, belts, and leather goods, the demand for this class of help became excessive. These contractors and firms advertised extensively in the newspapers, and had agents scouring the country in search of help, but the supply fell far short of the number needed.

Every industry engaged in the manufacture of products needed in the army, navy, and other service is working short handed. In fact, so great does the shortage of labor appear, and so imperative is the demand of the government for the work, that numerous manufacturers have petitioned from time to time to have the bars let down relative to the laws for the employment of women and children, to allow this class of help to work longer hours than the present laws allow, so that their contracts could be completed on time.

The general demand for men in occupations and trades outside of those doing work for the government has been spasmodic; for instance, in April, when the United States declared war with Germany, the building industry felt the effect of it almost instantly. Those people who had given orders for work had them canceled immediately, and the bricklayer, carpenter, painter, and other building trades were flat for some considerable time afterwards. Then the establishment of cantonments, etc.,

at Ayer, Westfield, Squantum, and the building of other property in order to admit of the large increase of business in some of the government work industries, made an immediate call for carpenters, bricklayers, masons, plumbers, steamfitters, pipers, painters, and other lines, thereby reducing the amount of unemployment in these trades, so that very few of the building tradesmen have failed to secure employment, if not at their own trade, at something in close alignment with it.

One of the heaviest calls of the year has been for able-bodied laborers. During the latter part of 1915 and early in 1916 there was an influx from all quarters and all industries into that of the manufacture of ammunition. The large orders and contracts which the ammunition firms received called for such a vast amount of labor that weekly wages were practically thrown to the wind, and piecework was installed which gave the formerly unskilled employee an unlimited range, and thousands of men and youths who had never made more than \$10 or \$12 a week prior to that time were making anywhere from \$18 to \$25 a week, with overtime.

This taking over of thousands of able-bodied men from the labor market made the prices of the day laborers rise from \$2.50 to \$3 and \$3.50 a day for eight hours' work, and a large number of orders upon this office have been canceled because of our inability to supply this class of help.

This shortage of labor has resulted in developing the ingenuity of employment "scouts," and many tricks have been put into operation to secure able-bodied laborers. One of the most effective was for two or three of these scouts to patrol the sidewalk before our office, and when an able-bodied laborer left with an introduction card to an employer in his hand, one of the scouts would follow him until he got clear of the office, get into conversation with him, find out where he was going, and the pay he was to receive. If it was 27 or 30 cents an hour, the scout would offer 30 and 32 cents, and the man having only his labor for sale, sold to the highest bidder. We have, in this manner, lost hundreds of opportunities to fill positions, and the facts would only become known to us when we telephoned the firm to ascertain if they had been supplied with all the men they wanted, only to find that but a small number of the men sent had reached their destination. In order to offset this we have been obliged to notify our patrons whenever they called for a number of men to send a representative to talk with the men and take them away with them.

During the year 1917 Massachusetts has increased its prestige as one of the largest shipbuilding centers of the country, by virtue of enormously increased business of the Fore River Shipbuilding Company of Quincy, in building destroyers, torpedo boats, submarines, etc. Early in May the Public Employment Office was called upon to co-operate in furnishing men to work in this yard, with the result that several thousand skilled mechanics were sent to that place.

At a meeting of shipbuilders at the Boston Chamber of Commerce on

October 1 and 2, under the auspices of the United States Shipping Board, at which 31 representatives of shipbuilding firms throughout the country were present, the chairman of the meeting, a member of the Shipping Board, stated that too much credit could not be given to the Public Employment Offices in this State for the valuable assistance they have rendered in furnishing competent mechanics for all branches of the shipbuilding industry. He stated that since May the Fore River Shipbuilding Company had increased its working force several thousands, and all of these men had been obtained from the Federal and Public Offices, whose services had been given free of charge, with the result that not a single mechanic had paid one cent for the privilege of working at Fore River. It is also a pleasing feature of the placing of such a large body of competent workers that the Fore River plant was the only one in the country which had not complained of labor shortage, and that it had been enabled to do its business without difficulty in securing sufficient help through the hearty and active co-operation of the Public Employment Offices. Other large firms doing government work, seeing the splendid success achieved by the Fore River corporation, are using the office with similar results.

We would suggest that the employer, whenever in need of a number of men, notify the office 24 or 36 hours in advance, making arrangements to have a representative at the office at a certain hour so that he can interview the men we have on hand in response to his order, and after hiring them take them away with him. The scarcity of competent mechanics and able-bodied laborers makes this very desirable, as we have previously shown, and will prevent the employer from getting into a perturbed state of mind and jumping to the conclusion that the office has failed to give his order the attention it deserved. It is safe to say that during the past year the number of firms desirous of securing help who have advertised their needs and arranged to meet applicants in our office has been greater than ever before.

We have to report a grand total of 6,408 individual employers who have patronized the office during the past year. This is a decrease of 707 employers (10 per cent). We have on record 91 employers of labor outside of Massachusetts who have used our office during the past year, which is 14 per cent increase over last year's figures. The demand from employers in the State was 99 per cent, and from employers in other States, 1 per cent. Of the latter, the demand has been from Maine, New Hampshire, Vermont, Rhode Island, Connecticut, New York, New Jersey, Pennsylvania, North Carolina, Illinois, Florida, and Canada.

The total number of individual applicants for work, male and female, who secured positions was 10,971, which, compared with the figures of last year, 10,774, shows 2 per cent increase.

Of the total number of male applicants for work, 7,265 secured positions, as against 7,423 last year, which is a decrease of 2 per cent. The

total number of female applicants for work who secured positions was 3,706 as against 3,351 last year, showing an increase of 10 per cent.

The total number of applicants who secured positions in the male departments was 7,265, of whom 62 per cent, or 4,504, were native born, and 38 per cent, or 2,761, were foreign born.

The total number of female applicants who secured positions was 3,706, of whom 52 per cent, or 1,927, were native born, and 48 per cent, or 1,779, were foreign born.

MEN'S SKILLED DEPARTMENT.

The men's skilled department has had a very active year, caused principally by the mobilization of the State troops, the enrollment and draft of young men 21 to 31 years of age, and the activity in certain avenues on government work. The draft has taken thousands of young men from all kinds of trades and vocations, which has resulted in the application at the office of thousands of men who are at present working, but who are anxious to improve their condition by securing better positions made vacant by those who have been drafted.

One of the features of this department has been the special effort made to secure skilled mechanics for the steel shipbuilding industry, with the result that several thousand men have been sent into the various trades engaged in that work. So great has been the demand for skilled mechanics, both for government and private work, that representatives of firms have made the office their headquarters for securing men, a desk being provided for each representative, and in this manner they have been materially aided in securing just the kind of mechanics they required, sometimes to the detriment of the firm who has given an order for help, and who is relying upon the office to send men to their place of business. It is a remarkable fact that the presence of a representative of a firm hiring help makes a distinct impression on the applicant, and that after the representative has questioned the man as to his ability the man has accepted the position offered, although perhaps the same job was offered to him by our clerk, when it was refused as being too far away, or because the conditions did not at first seem attractive.

The clerks in this department have to be very particular when questioning applicants for machinists' positions, as there are large numbers of young men who have been engaged in the manufacture of ammunition and can run a lathe. These young men have associated with practical mechanics for some time, have learned the trade phraseology, and can talk it far better than they can work it. They answer the questions quite glibly and convincingly, and the only way a clerk can be sure they are qualified is to send them to the shop to be examined by a practical mechanic, who can give the applicant a piece of work to do, and watch him, with the result that it only takes a short time to find out whether the applicant is a competent mechanic.

MEN'S UNSKILLED DEPARTMENT.

In the men's unskilled department the call for able-bodied laborers has dominated during the entire year. The supply has been small. Many orders have remained unfilled as a result of this condition. The wages for this class of workers have jumped from 20 and 25 cents an hour for 10 hours' work to 30 and 35 cents for an eight-hour work day. In the spring and summer there was considerable demand for workers in restaurants, cafés, clubs, and hotels in the mountains and summer resorts, with only a fair supply of help.

BOYS' DEPARTMENT.

The boys' department is one which requires considerable patience and tact in the handling of applicants. Many boys over 17 years have been engaged in the manufacture of ammunition, and have been paid \$1.87 to \$2.25 a day, and with overtime have been able to make from \$15 to \$20 a week. Having been laid off on the completion of a contract, or for some infraction of the rules, these boys rush to the office expecting to find similar positions open to them. When they find there are no orders for this kind of work they say they are willing to accept some other work, but when offered a job at \$8 or \$10 they are most indignant, and refuse to accept such wages. The high cost of living is felt in this department, as boys usually willing to work for \$5 and \$6 are now asking \$7 and \$9 a week. The demand for boys was heavy up to the June school vacation period, when the demand fell considerably. Since September employers are paying more money than formerly, and are getting all the boys they need.

WOMEN'S SKILLED DEPARTMENT.

The year 1917 has been a busy one in the skilled women's department. The demand and supply during the winter months remained normal, but the spring brought with it an unusual demand for hotel workers in the mountains, beaches, and summer resorts. Early in May a few head waiters made the office their headquarters, and the facilities offered them to conduct their business was so much appreciated by them that they recommended others to apply here, with the result that during May and June the office was used daily by employers from high-class hotels throughout New England, New York State, and New Jersey, and a large order for help was received from Canada. The result of our efforts in this direction was the employment of large numbers of hotel workers, and the employers have been so pleased with the service and the class of help secured that they have promised to return when they need help next season.

The hotel business remained good throughout the summer, with a heavy demand for help, but with a limited supply as the season wore on. We were able to place nearly every intelligent and neat appearing person

who applied for work up to September 1. Since the close of the summer season there has been a big supply of this help, with a falling demand caused in a great measure by the high cost of living. Food prices are now so high that hotel and restaurant managers are economizing on expenditures, and one of the means employed is a reduction in the number of employees.

Owing to the limited space in this department we were unable to give as many tests to the stenographers and typists applying for work during May and June as we desired. Those girls who passed the tests were given preference when desirable positions were available, and in every case have been placed in permanent positions. This branch of the skilled service could be much improved, provided we had the space to devote to it and the services of a competent assistant in the department to give the tests and examine the papers. Substitute positions for stenographers, bookkeepers, and clerical workers of all kinds were prolific during the vacation period, and a number of positions were secured. The month of September was very busy, with permanent positions with good salaries.

Notwithstanding the publicity with reference to the employment of women in men's places, there has been little or no demand for this from any regularly established business. It is true there have been some calls for girls as bootblacks, pin girls in bowling alleys, etc., but those positions have been mostly in an effort to exploit the women, and not because there has been any especial shortage of men in these lines. It is only recently that calls for women workers on munitions have been received, and there has been an abundance of experienced help to meet the call. Factory work in general has been quiet, except in industries directly allied with the manufacture of articles used in connection with the war.

WOMEN'S UNSKILLED DEPARTMENT.

The women's unskilled department has had an active year, but in contradistinction to the activities of the other departments there have been larger numbers of applicants for employment. The high cost of living affects this department more than the others. Many families have given up their housework girls and are doing the light work themselves, having a day worker one or two days a week to do the heavy work. This gain, however, has been offset by an increase in the number of day workers who have come into the labor market in order to assist in adding to the family income, and every day brings large numbers to the office who cannot be furnished employment. Applicants for this class of work are often so insistent upon employment that their insistency is only a step removed from desperation caused by having their families to support, and if work cannot be had promptly it means cold, hunger, and perhaps the breaking up of homes and the placing of the children in institutions where they can receive proper care and attention.

The housework girl proposition has been the dominating feature in this department, but the supply is practically negligible. The wages experienced girls are asking are from \$8 to \$10 a week, and even at this price the demand cannot be supplied, for while, as above stated, many families are reducing expenses by doing their own housework, many others still feel obliged to have the services of skilled household help which cannot be recruited from the surplus day-worker class. Numbers of women have come to this department who have been engaged on munition work, but the contract having been completed they were willing to do day work or cleaning until they could secure another position on munitions.

THE SPRINGFIELD OFFICE: 47-49 WATER STREET.

CHESTER W. ALLEN, *Superintendent.*

Summary of Business from September 4, 1907, to December 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Dec. 1, 1916, to Dec. 31, 1917	Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916		
Offers of positions,	1,464	3,940	5,753	6,626	8,559	11,077	12,372	7,913	9,615	17,617	19,408	104,344
Positions reported filled.	796	2,431	3,166	3,675	4,310	5,392	6,325	4,685	6,106	10,999	12,344	60,229
Persons furnished employment.	— ¹	1,538	1,929	2,085	2,300	2,819	2,965	2,032	2,528	4,264	4,324	26,784
Persons applied for by employers.	1,488	3,204	4,283	5,007	6,176	7,845	9,229	6,263	7,571	14,726	16,972	82,764

¹ No record of detail kept. Office open three months only in 1907.

The superintendent of the Springfield office reports as follows for the year:—

For the first time since the Public Employment Offices were opened, an opportunity is given to compare the work for the full year January 1 to December 31, inclusive, instead of December 1 to November 30, inclusive, as has been the case heretofore.

The total number called for by employers during the year 1917 was 15,785 (9,963 males and 5,822 females), as compared with 15,127 (9,842 males and 5,285 females) during 1916. The total number of positions reported filled during the twelve months ending December 31, 1917, was 11,543 (7,180 males and 4,363 females), while during the preceding twelve months the number was 11,176 (7,491 males and 3,685 females). In comparing the work of the above two years we find that 121 more men and 537 more women were called for during 1917. In the number of

positions filled we find that 311 more males were placed in 1916, while 678 more women were placed in 1917. This fact would tend to show the shortage of male labor and the increased demand for women in industry. There was more help called for during the first seven months of 1917 and more persons placed, with the exception of the month of May, than during the corresponding period of the preceding year, while during the last five months, with the exception of December, conditions were the reverse. That a very fair percentage of the demand for help from employers was supplied is shown by the fact that during 1916, 73.7 per cent of this demand was filled; and in 1917, 73.1 per cent.

Since the office first opened, on September 4, 1907, our records show a total of 10,840 individual employers who have applied for help, of whom 3,000 applied this year. Employers outside of the State to the number of 602 have applied for help since the office first opened, 124 of whom applied this year. Of the 3,000 individual employers who applied for help this year, 1,861 have applied in former years, 77 of whom are non-residents of this State, and 1,139 represent the number of employers who used the office for the first time during the past year, 47 of whom do not live in Massachusetts.

Of the total number of males who secured employment (3,507), 72 per cent, or 2,516, were native born, and 28 per cent, or 991, were foreign born. Of the total number of females who secured employment (817), 63 per cent, or 516, were native born, and 37 per cent, or 301, were foreign born.

In the metal trade lines the greatest demand was for skilled men, such as first-class tool makers and all-round machinists, and certain skilled help for the manufacture of small arms for the government. During the past year special attention has been given to supplying help to two large manufacturing plants engaged in war work, one of which, the United States Armory located in Springfield, manufactures the Springfield rifle, and the other, the Fore River Plant of the Bethlehem Shipbuilding Corporation, is building submarines, submarine chasers, and torpedo boat destroyers for the government. Since December 1, 1916, 807 skilled workmen, in addition to 214 laborers, 41 errand boys, 44 office clerks, and 59 guards, have been referred to the armory to fill orders received, a list of positions open being telephoned to the office almost daily. Since the middle of July the demand for help, in order to hasten the production of certain types of ships for the government service, has been great, and the large shipbuilding yards found it necessary to make strenuous efforts to provide themselves with a sufficient working force. The Fore River Plant has had a representative at this office one day a week for the past six months, and 493 skilled mechanics have been referred for employment with the above corporation by their representative.

In the building trades there was a steady demand for skilled workers, including carpenters, brick layers, stone masons, steamfitters, roofers, and electricians, during the spring and summer, with the supply about

equal. The needs of the government in construction work, especially at the cantonment at Ayer, which was done by a Springfield contracting firm, accounted for a large part of the demand. Since midsummer, however, the demand has fallen off, especially in the case of carpenters and woodworkers, the only calls for this class of help being for men in the woodworking department of a plant which is to manufacture aeroplanes for the government.

As has been the policy of the office during former years, special attention has been given this year to trying to fill the demands of the farmers by supplying them with competent help. Being in the center of an important agricultural district where tobacco is one of the principal crops, our work along this line has been important and appreciated by the farmers, as shown by their continued patronage. During the year 1917, 322 less farmhands were called for and 209 less were placed than during the previous twelve months. While the number called for, according to our records, was less than last year, the limit of the number called for would have been the limit of our ability to furnish men if the number applying had been greater. Many farmers refrained from placing orders, especially those living at a distance, because they knew there was practically no chance to secure men, although the wage offered was a considerable advance over that of previous years. Farmhands, that is, good, experienced men, were scarcer than at any time since the office was opened, this scarcity being especially felt during the tobacco harvest in August. Indeed, if it had not been for their inability to get help, many farmers would have had their tobacco crops in the sheds instead of uncut at the time the hail storms struck certain sections this year and caused considerable loss. I would suggest as a good plan to consider next spring, when the demand for farmhands will be great, and the supply no doubt limited, to open branch offices, in connection with this office, at Northampton, Greenfield, Pittsfield, and North Adams, which, with one clerk assigned to each, could no doubt do considerable towards supplying farmhands where most needed. If, however, it might seem better that the Public Employment Office should work in conjunction with the improvement leagues of the several western counties, it would perhaps be a good plan during the spring and summer months to allow this office an extra clerk, who could give his entire time to the agricultural proposition. It would seem that perhaps an especial effort must be made during the coming year to give the farmer every possible aid, since without help, as was shown last year in several places when at harvest time the supply of help was considerably short, a curtailment must be made in the amount of his acreage.

The demand for boys between 14 and 16 years of age was small, being for the most part for office and messenger work with \$5 to \$6 per week the average wage offered. For boys from 16 to 18 years there was a steady demand in almost all lines, such as agricultural, clerical, construction, manufacturing, hotel and restaurant, and theatrical work. The

number of boys applying for positions was more than equal to the demand, but the number placed was comparatively small because in the majority of cases the boys would not consider employment paying less than \$10 a week. Boys at this time would not consider a place as apprentice in any trade line with the comparatively small wage offered to start. The prospect of a good trade and high wages in the future did not appeal to them as it would in normal times. The excessively high wages paid in munition plants for unskilled help on machines has made normal wages look very small. Many boys 18 or 19 years of age have been making over \$4 a day operating machines on a piecework basis.

During the year 1917 the calls for laborers were many and varied, with conditions decidedly in favor of the employee. Due to the scarcity of reliable men, the ever-present floater had to be given undeserved consideration in return for which he demanded an increase in wages or the maintenance of a company boarding house by the employer. If such inducements were offered, little difficulty was experienced in finding a supply for the demand or in persuading applicants to accept the work offered, even though in many cases it was very heavy. There was a noticeable falling off in the demand for building laborers and carpenters' helpers for local work, the greatest call being for excavating laborers and coal shovelers. A hundred laborers were secured for a firm on two days' notice to work at Ayer on excavating work. The pay on this contract was \$4.12 a day, and accommodations were furnished. Many more could have been supplied had there been further demand. There was a fair demand for general workers throughout the year, with little difficulty in filling the orders.

For the first time the number of women for whom more than one position was secured has exceeded the number who secured one position only. The margin was, however, only 31. This increase in the number for whom more than one position was secured was of course due to the extraordinary call for day workers in families and institutions where great difficulty was experienced in getting or keeping satisfactory help, — a condition that holds true throughout the country. To a certain extent our failure to fill permanent positions (about 100 per month were unfilled) was due to the curtailing of advertising, made necessary by our limited appropriation, as practically no advertising was done in the women's department, even the four-line card which was run under "Help Wanted" in the two Springfield newspapers being eliminated.

For the most part, the office was able to fill the day work orders, although during some rush weeks when the first days of the week were stormy, or holidays upset the regular schedule, we were often obliged to put off orders until the next day, and a good many mornings no orders were taken for that day. Since September about 50 different women have been sent out on an average each week. In 1915 nearly 200 different women were sent out for day work, and this year over 500 have been sent, not quite 200 of whom were colored. The migration of colored

women from Georgia for Springfield that began in 1916 continued through last winter, but seems to have stopped in the spring. Many of these women have proved very satisfactory workers, and compared well with northern born colored women as reported to this office. Some, of course, were untrained, but even these were willing workers. Again, as in 1915, the greater number of women were sent out less than 10 times, 167 white women and 124 colored, nearly 300 of the 500, and practically all less than 30 times, as 5 each were sent out from 31 to 40 times; 2 white and 4 colored from 41 to 50; and 3 white and 1 colored over 50 times. The record 76 was made by a woman who, through her willingness to oblige some of her patrons, took many half-day places, which as a rule the office found very difficult and sometimes impossible to fill. Many of the day work changes are due to the fact that some employers are paying 25 cents an hour and car fare, and practically every day worker is quite sure that her services are worth the maximum wage, or more, if she can get it. Under these conditions the office has considered the 20 cents an hour and car fare as practically a minimum wage, and no orders could be taken for less. However, no difficulty has been experienced, as employers were glad to get workers and the price has not been questioned.

Each year the general housework situation grows worse throughout the country. Practically no "green" girls have come to Springfield since the war began, and the supply of trained workers therefore becomes smaller each year. No orders are taken for general housework for less than \$5 because they cannot be filled, and the major part of our orders are from \$6 to \$8 per week. The untrained houseworker has no difficulty in securing work in institutions, where the wages range from \$20 per month up. As there has not been a month in the year that the office has not had unfilled orders for such workers there is little prospect of any improvement. During the spring and summer the hotels had great difficulty in getting or keeping chambermaids and cleaners because the wages, \$5 per week and board, made these positions look less inviting than others. Kitchen women were paid \$6 to \$7 and board in restaurants. Waitresses' wages ranged from \$5 to \$6, and the supply and demand varied greatly. The kitchen work situation, owing to increased wages and possibly to food conditions, has been less difficult than last year, but it is still hard to secure laundresses for institutions, although the wages, \$25 or more a month with board and room, are better than last year.

Owing to the fact that in the United States Armory and the Westinghouse plants girls and women were receiving much higher wages than in other shops, it was difficult to fill the shop orders that were received, although the wages offered beginners, \$7 to \$8 per week, were better than the former dollar a day rate. Most shops that needed women workers advertised liberally and so got help. In July the office received calls for women to work sorting small scrap iron in a local railroad yard.

As colored men were largely employed there we thought we could get colored women at \$1.75, but there was so much day work that only three would even look at the job, and no one would try it. In September calls came for elevator women, pin setters in a bowling alley, and ushers in a local theatre. These positions attracted a number of applicants and some were filled. In October the tide seemed to turn, as usual for the last three years, and business has been very quiet and no unusual tendencies have appeared since.

Publicity has been given the office during the past year, as heretofore, by monthly reports giving the business transacted at the office, together with a statement of labor conditions as viewed from the work of the office, published in the daily press. The amount of advertising in the newspapers of help wanted has been the smallest in years, due to the limited amount allowed for this item, but a list of positions open are kept posted in the office, so that applicants may see just what kind of help is wanted.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. MCCARTHY, *Superintendent.*

Summary of Business from September 15, 1913, to December 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Dec. 1, 1916, to Dec. 31, 1917	Total
	1913 ¹	1914	1915	1916		
Offers of positions, ...	1,822	7,561	10,365	16,515	17,887	54,150
Positions reported filled, ...	552	3,176	5,150	8,398	9,681	26,957
Persons furnished employment, . .	479	2,152	3,156	4,137	4,282	14,206
Persons applied for by employers, .	1,089	4,387	7,316	15,152	16,253	44,197

¹ Office open two and one-half months only in 1913.

The superintendent of the Worcester office reports as follows:—

As the records herein presented are for a period of thirteen months they do not compare strictly with those of the year 1916 for twelve months. However, the figures for the twelve months of the year 1917 show very little change when compared with those for the year 1916.

During the past thirteen months 3,204 individual employers applied for help. Of this number, 1,530 were employers who had patronized the office for the first time, and 1,674 were employers who had also called during previous years. It is very gratifying to state that many of these employers have been patrons since the early months of the establish-

ment of the office. This continued patronage would seem to be an indication that the service rendered has been satisfactory.

One of the most pleasing incidents that has occurred since the opening of the office happened a few months ago, when the owner of a shop employing nearly all skilled help called with his new superintendent, stating that he wanted him to become acquainted with the methods used by the office, as his former superintendent had used it for several years, securing excellent results during that time, and he wanted the same co-operation to continue.

With the entrance of this country into the war, and the withdrawing of large numbers of men from all lines of employment to enter the service of the government, together with the building of new factories and the enlargement of old ones for the manufacture of material to carry on the war, employers soon realized that the securing of sufficient numbers of workers to replace those who had left would require considerable more time and thought than they had ever given it before. The shortage of labor has brought the office more to the attention of employers than anything else could possibly do, and many employers applied to us for help who had never previously done so.

This shortage of help has also developed a method of securing labor which had been advocated for a long time, but to which employers never gave any serious thought until the past few months. The method referred to is to have employers send a representative to the office to interview applicants and hire those found suitable, and those who have tried out this method have secured excellent results and consider it a great improvement over waiting for applicants to apply at the factory for work. Some employers, desiring certain kinds of skilled help, and not wishing to have their names appear in the want columns of the papers, insert advertisements requesting applicants to meet their representative at this office. This latter method is becoming very popular with many large concerns.

The practice of calling employers on the telephone when an exceptional workman applies, to find out if there is an opening for him, which was started early in 1916, is still being carried on with very good results, and has brought about closer co-operation between the employer and the office. Frequently when an employer has been called for such a purpose, although he cannot use the person in question, he gives orders for other help, and the office benefits thereby. A number of concerns in the city make a practice of referring applicants whom they cannot use to this office, and one such concern has had a small card printed stating that if the applicant will call at this office he will be assisted in securing work. It is needless to say that the office appreciates such co-operation.

Of the 4,282 individual persons who secured employment 2,964 were males and 1,318 were females. Of the male persons securing work, 2,542 secured one position and 422 secured more than one; 1,632 were native born and 1,332 foreign born; 1,848 were single and 1,116 were mar-

ried. Of the 1,318 female persons securing positions, 856 secured only one position and 462 secured more than one; 703 were native born and 615 foreign born; while 731 were married and 587 were single.

In the early spring, when the President urged and requested every farmer to increase the acreage planted, and when every farm bureau and society throughout the State were trying to secure the necessary labor for the farmer, the services of this office were offered to the local farm bureau. After a plan of action had been devised by representatives of both offices relative to ascertaining the needs of the farmer in the line of help and the best way to secure the necessary labor, it was decided that the Public Employment Office was the proper place to handle the farm labor problem. When the time arrived, however, to put this plan into action a man from the farm bureau was designated to have charge of the matter, thereby duplicating some of the work that had been done by this office for several years. The results of the duplication of this work lost to the farmers of this section many men, as the only calls received for farmhands during the season were for experienced milkers, and while these were scarce there were large numbers of men who were familiar with farm work, but unable to milk, seeking employment on farms. At the time these men were applying for work on farms, factories and contractors were calling for laborers, and when the men were informed there were no farm jobs, except where milking was required, they accepted other work.

Conditions in the iron and steel industry during the past year changed considerably from that of the previous year. During the entire year 1916 there was an enormous demand for laborers and factory workers for work in munition shops, and this demand kept the labor market in a turmoil, for with one concern bidding against another for this class of help there was a constant shifting of jobs. During the past year, however, this part of the labor market has become more stabilized, and such laborers and factory workers, finding the wage scale about the same in all shops, were content with securing a fairly good job and keeping it.

The demand for first-class machinists and machine specialists during the past year has been enormous, and the wages of such workers have increased by leaps and bounds. Shortly after the entry of this country into the war, government contracts were secured by concerns in this and other sections of the State, and as the government was asking for quick delivery the greatest demand for metal tradesmen ever known was created. The increase in shipbuilding and the scouring of inland cities by shipbuilding concerns in quest of skilled help who might be trained in their work further aggravated the labor problem, and at the present time the demand for metal trades mechanics is the greatest ever known.

During the year, for the first time, work that has always been done by men has been undertaken by women, and now we find that their skill and energy are being used to good advantage in machine shops, where they are found operating lathes, drills, and other machines formerly operated by boys and men. Not only in the machine shop do we find

girls replacing men, but also in the drafting rooms, where their work ranks alongside that of the men. The securing of girls for such places has not been a very difficult matter, as the wages offered have been higher than those paid to girls in lines of work where they have always been employed. The first female elevator operator in this city was supplied by this office, and since then nearly all the large buildings and department stores have placed girls in charge of such work.

Conditions in the textile business were about reverse to what they were in the metal trades regarding help, as the principal call was for semi-skilled workers in preference to skilled ones. Nearly all concerns in the textile business raised wages at the same time, and as the wages and working conditions were similar in the different sections, there was little shifting around by skilled help. In this respect the skilled worker was much in contrast to the unskilled in the card, picker, or finishing room, who, with very little provocation, would leave his work. Mills kept such departments running only with the greatest difficulty, especially during the spring and summer months, on account of the nature of the work and the type of applicants.

Last year I mentioned that young men and recent immigrants had secured positions operating machines in shops on munition work, and although this work was of such a nature that very little skill was required these workers earned high wages. During the year some of the shops having such contracts completed them, thereby throwing on to the labor market large numbers of munition workers who insisted on securing wages similar to what they had been earning. Many of the American-born persons who were formerly engaged in this work have either been called in the draft, or, having realized that they were not capable of earning similar wages in other lines of employment, have accepted positions commensurate with their ability. This cannot be said of the foreigner, who cannot grasp the reason for the high wages formerly paid him, and who insists on securing the same kind of work and the same rate of wages.

The call for stenographers and clerical workers, both male and female, was far greater than any previous year. A large percentage of the calls were for experienced workers, and as such workers are usually steadily employed, about one-half the number wanted was supplied.

Throughout the year but little call was had for garment workers, in comparison with previous years, but the loss of such calls was made up in the increased demand for girls from metal, novelty, and shoe factories.

With topnotch employment in nearly all industries employing female labor, it is not to be wondered at that the call for housemaids far exceeded the number of applicants willing to consider domestic work. The decrease in the number of housemaids seeking employment has been the cause for an increase in the calls for day women, and the supply of women for this work has generally been plentiful, as many women turn to this work when they find it necessary to assist in earning the household expenses. The women seeking this work during the past year have been,

as a rule, younger and far more capable than those who formerly sought such work.

I wish to especially thank the local newspapers for the splendid spirit they have shown towards the office by printing the monthly market letter and other items from time to time throughout the year.

THE FALL RIVER OFFICE: 182 BANK STREET.

HARRY F. DOWNS, *Superintendent.*

Summary of Business from October 1, 1907, to March 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Dec. 1, 1916, to Mar. 31, 1917 ²	Total
	1907	1908	1909	1910	1911	1912	1913 ¹	1914 ¹	1915 ¹	1916 ¹		
Offers of positions,	513	4,269	3,355	2,826	1,925	1,961	1,595	1,267	1,068	1,519	407	20,705
Positions reported filled.	234	2,583	1,541	1,421	1,042	1,641	1,269	1,125	942	1,348	383	13,529
Persons furnished employment.	- ³	1,020	910	945	793	676	410	312	204	238	- ⁴	5,508
Persons applied for by employers.	379	2,951	2,130	1,922	1,640	2,240	1,956	1,462	1,172	1,732	468	18,052

¹ Office closed during August.

² Office discontinued March 31, 1917.

³ No record of detail kept. Office open two months only in 1907.

⁴ No figures available.

EXPENDITURES ON ACCOUNT OF PUBLIC EMPLOYMENT OFFICES, 1917.

The classified expenditures for the maintenance of the four offices during the year ending November 30, 1917, were as follows:—

Maintenance of Offices.

	Boston	Spring- field	Worcester	Fall River ¹	Total
Printing annual report, ...	\$62.37	\$31.18	\$31.18	\$31.18	\$155.91
Job printing, ...	402.04	174.67	174.80	42.27	793.78
Postage stamps, ...	1.00	—	1.00	—	2.00
Stamped envelopes, ...	5.46	—	24.52	—	29.98
Stationery and supplies, ...	82.75	37.86	31.21	2.10	153.92
Machine supplies and repairs, . .	20.95	7.50	14.25	—	42.70
Rent, ...	4,200.00	1,020.00	1,200.00	180.00	6,600.00
Lighting, ...	265.85	43.23	36.14	2.04	347.26
Telephone and telegraph, ...	660.66	204.30	149.81	25.35	1,040.12
Advertising, ...	274.60	49.78	116.01	4.46	444.85
Cleaning materials, ...	48.47	4.88	42.45	—	95.80
Expressage and teaming, ...	12.72	2.75	4.23	8.20	27.90
Travel, ...	126.95	29.93	4.98	3.50	165.36
All other, ...	105.76	43.85	105.15	25.66	280.42
Salaries (including janitor service), .	15,829.40	5,369.87	4,563.01	432.00	26,194.28
Total, ...	\$22,098.98	\$7,019.80	\$6,498.74	\$756.76	\$36,374.28
Balance unexpended, ...	. . .	. . .	. . .	. . .	125.72
Appropriation, ...	. . .	. . .	. . .	. . .	\$36,500.00

¹ Expenses are for four months only of the fiscal year, the office being discontinued March 31, 1917.

STATISTICAL TABLES.

STATISTICAL TABLES.

TABLE I. — *Consolidated Summary of Business of the Four State Offices for the 13-month Period from December 1, 1916, to December 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers, ...	—	—	50,047
Individual Employers who Applied for Help, ...	—	—	12,612
Persons Applied for by Employers, ...	36,478	26,063	62,541
Offers of Positions, ...	50,857	29,877	80,734
Positions Reported Filled, ...	21,577	19,578	41,155
Individuals for whom <i>one Position only</i> was secured, .	11,304	3,552	14,856
Individuals for whom <i>more than one Position</i> was secured,	2,432	2,289	4,721
Total for whom Positions were secured, ...	13,736	5,841	19,577

TABLE II. — *Summary of Business of the Boston Office from December 1, 1916, to December 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers, ...	—	—	24,808
Individual Employers who Applied for Help, ...	—	—	6,408
Persons Applied for by Employers, ...	17,093	11,755	28,848
Offers of Positions, ...	26,990	16,042	43,032
Positions Reported Filled, ...	9,743	9,004	18,747
Individuals for whom <i>one Position only</i> was secured, .	6,086	2,303	8,389
Individuals for whom <i>more than one Position</i> was secured,	1,179	1,403	2,582
Total for whom Positions were secured, ...	7,265	3,706	10,971

TABLE III. — *Summary of Business of the Springfield Office from December 1, 1916, to December 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers, ...	—	—	12,165
Individual Employers who Applied for Help, ...	—	—	3,000
Persons Applied for by Employers, ...	10,742	6,230	16,972
Offers of Positions, ...	13,756	5,652	19,408
Positions Reported Filled, ...	7,683	4,661	12,344
Individuals for whom <i>one Position only</i> was secured, .	2,676	393	3,069
Individuals for whom <i>more than one Position</i> was secured,	831	424	1,255
Total for whom Positions were secured, ...	3,507	817	4,324

TABLE IV. — *Summary of Business of the Worcester Office from December 1, 1916, to December 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers, ...	—	—	12,621
Individual Employers who Applied for Help, ...	—	—	3,204
Persons Applied for by Employers, ...	8,364	7,889	16,253
Offers of Positions, ...	9,863	8,024	17,887
Positions Reported Filled, ...	3,911	5,770	9,681
Individuals for whom <i>one Position only</i> was secured, .	2,542	856	3,398
Individuals for whom <i>more than one Position</i> was secured,	422	462	884
Total for whom Positions were secured, ...	2,964	1,318	4,282

TABLE V. — *Summary of Business of the Fall River¹ Office from December 1, 1916, to March 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers, ...	—	—	453
Individual Employers who Applied for Help, ...	—	—	—
Persons Applied for by Employers, ...	279	189	468
Offers of Positions, ...	248	159	407
Positions Reported Filled, ...	240	143	383
Individuals for whom <i>one Position only</i> was secured, .	— ²	—	—
Individuals for whom <i>more than one Position</i> was secured,	— ²	—	—
Total for whom Positions were secured, ...	— ²	—	—

¹ This office was in operation four months only.² No figures available.

TABLE VI. — *Summary of Each Office, Showing Volume*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
1	Boston:		
2	Males, ...	328	—
3	Females, ...	328	—
4	Total, ...	328	24,808
5	Springfield:		
6	Males, ...	329	—
7	Females, ...	329	—
8	Total, ...	329 ¹	12,165
9	Worcester:		
10	Males, ...	329	—
11	Females, ...	329	—
12	Total, ...	329 ¹	12,621
13	Fall River:		
14	Males, ...	101	—
15	Females, ...	101	—
16	Total, ...	101 ²	453
17	Consolidated Totals for Four Offices:		
18	Males, ...	—	—
19	Females, ...	—	—
20	Totals, ...	—	50,047

TABLE VII. — *Consolidated Summary by Months of All the Offices, Showing*

	MONTHS.	Working Days	Number of Applications from Employers
1	1916.		
2	December, ...	25	3,258
3	1917.		
4	January, ...	26	3,552
5	February, ...	23	2,950
6	March, ...	27	3,940
7	April, ...	24	4,572
8	May, ...	26	4,785
9	June, ...	25 ¹	4,475
10	July, ...	25	3,992
11	August, ...	27	4,194
12	September, ...	24	4,587
13	October, ...	26	4,046
14	November, ...	25	3,042
15	December, ...	25	2,624
16	Totals, ...	328	50,047

¹ Springfield and Worcester offices had 26 working days in June.

of Business from December 1, 1916, to December 31, 1917.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
17,093	52.11	26,990	82.29	9,743	29.70	57.00	1
11,755	35.84	16,042	48.91	9,004	27.45	76.60	2
28,848	87.95	43,032	131.20	18,747	57.15	64.99	3
10,742	32.65	13,756	41.81	7,683	23.35	71.52	4
6,230	18.94	5,652	17.18	4,661	14.17	74.82	5
16,972	51.59	19,408	58.99	12,344	37.52	72.73	6
8,364	25.42	9,863	29.98	3,911	11.89	46.76	7
7,889	23.98	8,024	24.39	5,770	17.54	73.14	8
16,253	49.40	17,887	54.37	9,681	29.43	59.56	9
279	2.76	248	2.46	240	2.38	86.02	10
189	1.87	159	1.57	143	1.42	75.66	11
468	4.63	407	4.03	383	3.80	81.84	12
36,478	112.94	50,857	156.54	21,577	67.32	59.15	13
26,063	80.63	29,877	92.05	19,578	60.58	75.12	14
62,541	193.57	80,734	248.59	41,155	127.90	65.80	15

Volume of Business from December 1, 1916, to December 31, 1917.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
4,102	164.08	5,127	205.08	2,689	107.56	65.55	1
4,391	168.88	5,850	225.00	2,988	114.92	68.05	2
3,652	158.78	4,755	206.74	2,524	109.74	69.11	3
4,732	175.26	5,710	211.48	2,967	109.89	62.70	4
5,507	229.46	6,756	281.50	3,396	141.50	61.67	5
5,806	223.31	7,353	282.81	3,784	145.54	65.17	6
5,705	223.71	7,539	296.52	3,803	149.02	66.66	7
5,118	204.72	6,892	275.68	3,277	131.08	64.03	8
5,306	196.52	6,718	248.81	3,516	130.22	66.26	9
5,667	236.13	6,985	291.04	3,333	138.88	58.81	10
5,094	195.92	7,049	271.12	3,434	132.08	67.41	11
3,944	157.76	5,462	218.48	3,052	122.08	77.38	12
3,517	140.68	4,538	181.52	2,392	95.68	68.01	13
62,541	193.57	80,734	248.59	41,155	127.90	65.80	14

² The figures for Fall River are for four months only, as the office was discontinued March 31, 1917.

TABLE VIII. — *Classification, by Occupations, of Persons Called for and*

	CLASSIFICATION.	BOSTON	
		Persons Called for	Positions Filled
1	Skilled Labor:	8,184	5,446
2	Clay, Glass and Stone, ...	36	15
3	Chemical, ...	128	62
4	Clothing industries except footwear, ...	647	332
5	Engineers, mechanical, ...	—	2
6	Engineers, stationary, ...	259	111
7	Firemen, stationary, ...	679	405
8	Iron, Steel and other metal workers, ...	1,025	754
9	Food, Liquor, Beverages, and Tobacco, ...	307	162
10	Lumber and Furniture, ...	103	49
11	Textiles, ...	174	123
12	Leather, Rubber, and Allied Products, ...	383	212
13	Miscellaneous manufacturing, ...	572	382
14	Building and Construction trades, ...	1,565	1,138
15	Machinists, Millwrights, and Toolmakers, ...	546	747
16	Molders, Founders, and Furnacemen, ...	233	184
17	Pressmen and Feeders, ...	829	378
18	Compositors and Linotype Operators, ...	263	152
19	Bookbinders, ...	178	112
20	Miscellaneous mechanical trades, ...	257	126
21	Unskilled Labor:	15,421	10,647
22	Agricultural laborers, ...	431	303
23	Day Laborers and Casual Workers, ...	2,480	1,793
24	Day workers (women), ...	3,960	3,613
25	General Household Servants and Chambermaids, ...	1,158	803
26	Kitchen Workers, Waiters, Waitresses, and Cooks, ...	5,028	3,088
27	Hospital and Institution employees, ...	823	467
28	Miscellaneous Domestic and Personal service, ...	1,541	580
29	Transportation, ...	409	178
30	Mercantile Trade, ...	3,193	1,381
31	Clerical, ...	1,498	1,017
32	All other unclassified, ...	143	78
33	Totals, ...	28,848	18,747

Positions Filled from December 1, 1916, to December 31, 1917.

SPRINGFIELD		WORCESTER		FALL RIVER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
3,140	1,940	5,447	2,598	5	1	16,776	9,985	1
8	2	19	6	—	—	63	23	2
35	23	42	17	—	—	205	102	3
93	25	185	70	—	—	925	427	4
—	—	—	—	—	—	—	2	5
33	6	133	52	—	—	425	169	6
98	52	303	138	2	1	1,082	596	7
834	595	2,377	1,260	—	—	4,236	2,609	8
101	38	90	37	—	—	498	237	9
152	105	125	44	—	—	380	198	10
48	9	839	407	3	—	1,064	539	11
20	13	184	51	—	—	587	276	12
419	226	269	123	—	—	1,260	731	13
985	739	661	315	—	—	3,211	2,192	14
71	14	88	39	—	—	705	800	15
150	66	61	22	—	—	444	272	16
37	9	11	2	—	—	877	389	17
10	3	5	2	—	—	278	157	18
22	7	—	—	—	—	200	119	19
24	8	55	13	—	—	336	147	20
12,191	9,423	9,298	6,474	449	376	37,359	26,920	21
1,252	834	637	324	—	—	2,320	1,461	22
3,956	3,440	1,051	689	254	231	7,741	6,162	23
4,333	4,195	4,984	4,741	157	123	13,434	12,672	24
750	142	1,225	264	20	5	3,153	1,214	25
1,043	466	670	217	9	8	6,750	3,779	26
279	121	334	102	6	6	1,442	696	27
578	216	397	137	3	3	2,519	936	28
694	428	327	167	4	—	1,434	773	29
574	345	485	172	9	6	4,261	1,904	30
165	68	473	185	—	—	2,136	1,270	31
208	140	223	85	1	—	575	303	32
16,972	12,344	16,253	9,681	468	383	62,541	41,155	33

TABLE IX. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" from December 1, 1916, to December 31, 1917.*

MONTHS.	PERSONS CALLED FOR				POSITIONS REPORTED FILLED			
	Boston	Spring-field	Worcester	Fall River	Boston	Spring-field	Worcester	Fall River ¹
December, . . .	66	47	45	6	45	32	26	5
January, . . .	73	41	50	5	51	30	29	4
February, . . .	73	40	40	5	49	30	27	4
March, . . .	81	46	45	3	50	31	26	3
April, . . .	109	60	61	—	65	43	34	—
May, . . .	110	57	56	—	70	42	34	—
June, . . .	112	60	53	—	72	44	34	—
July, . . .	95	60	50	—	60	43	29	—
August, . . .	93	59	44	—	60	44	27	—
September, . . .	115	61	60	—	61	44	34	—
October, . . .	90	57	49	—	58	43	31	—
November, . . .	71	42	45	—	59	34	29	—
December, . . .	56	40	44	—	43	28	25	—
Averages, . . .	88	52	49	5	57	38	29	4

¹ Fall River office was discontinued March 31, 1917.

The Commonwealth of Massachusetts

TWELFTH ANNUAL REPORT

ON THE

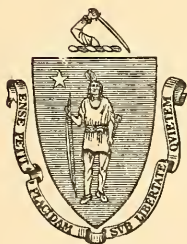
PUBLIC EMPLOYMENT OFFICES

FOR THE YEAR

1918

By

THE DIRECTOR OF THE BUREAU OF STATISTICS



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS

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TWELFTH ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

The world war has affected in a large and most intense way the work of the State Public Employment Offices during the past year, bringing them into close relations with the government through contact with the United States Employment Service, which immediately upon its organization sought to ascertain what kind of a co-operative arrangement might be made with those states which already had a well-established system of employment offices.

From the outset it seemed to me that it was my duty to co-operate with the Department of Labor in this matter in the fullest measure possible, and waiving technical questions, such as the absence of special enabling legislation, to co-ordinate the activities of the state offices with those which might be established by the government in the war emergency existing, in order that labor might be distributed to the industries of the Commonwealth as systematically and efficiently as possible, even though this might involve consenting, for the time being, to the state offices being brought in a measure within the jurisdiction of the Federal Director for Massachusetts of the U. S. Employment Service. This connection was accordingly established by means of the Director of the Bureau of Statistics in charge of the state offices being commissioned by the Department of Labor, Associate State Director of the U. S. Employment Service; and functioning in this capacity, I was glad to be able to assist in organizing the federal service from the time its plan for a somewhat elaborate expansion began to take shape in July, particularly during the period which elapsed between the resignation of Col. William A. Gaston, who held the position of Federal Director from early in the year to about August 1, until his successor, Dean Everett W. Lord of Boston University, took office. It was during this period that the

state was divided into numerous districts, for each of which a Community Labor Board was appointed to act in an advisory capacity concerning the labor problems in their respective localities and for each of which districts the establishment of a public employment office by the government was projected.

At the time the government began definitely to formulate its plans for an expansion of the Federal Employment Service early in the year, there was already in Boston one federal employment office on Canal Street, operating quite independently of the state office at 8 Kneeland Street, but it seemed to be felt at Washington, notwithstanding this fact, that more offices were required to meet the situation, so that there was opened, in May, another office on Federal Street and also one on Boston Common, and in the fall special offices for woodsmen; but it was not deemed necessary to open independent federal offices in Worcester and Springfield, in each of which there was a state office which had been in existence for several years, and although the duties of these offices were very materially increased by the government regulations which diverted to them a large amount of new business, they continued to handle the situation with apparent general satisfaction both to employers of labor and persons seeking employment. While some arrangement might possibly have been made whereby the additional clerical burden thrust upon the state offices by this situation might have been borne by the government, such an arrangement would have been open to the objection of a divided responsibility in the matter of financial control and might, further, have mitigated against the retention by our offices of their independence as state institutions. The idea of joint financial responsibility, therefore, was not pressed and all expenses of the state offices have continued to be paid from the appropriation made by the Commonwealth for their maintenance, — substantial co-operation in all essential matters, however, being provided by mutual understandings between the Federal Director and the Director of this Bureau.

The ultimate status of the U. S. Employment Service, organized primarily as a war emergency enterprise, is somewhat uncertain now that we have entered again upon peace time conditions. Whether it will maintain its present organization in a somewhat circumscribed and modified form, and undertake to

absorb the offices already established in several of the states by state legislation, or seek to operate its own offices in virtual competition with the state offices, or endeavor as the result of new legislation providing for some form of co-operative financial arrangement with the states to establish a system of joint supervision, — are all matters which it is assumed will be considered by the incoming Congress. In the meantime, I think the policy of the Commonwealth should be to continue to maintain our state offices in the strong position to which they have attained through years of successful experience and to increase their efficiency to the public in every possible way.

The activity during the year in all lines of industry connected with government work prior to the signing of the armistice on November 11 was phenomenal. The continual taking away of the man power of the country for military and naval purposes created an acute and unprecedented shortage of skilled mechanics and able-bodied laborers in all branches of industry, and our offices were taxed to the utmost in the endeavor to supply the demands of employers. The problem of supplying the demand for labor was taken up by the United States War Emergency Board and the U. S. Employment Service; and three additional employment offices were opened in Boston under federal jurisdiction, besides 27 in various other parts of the state in an effort to stem the demand from employers for skilled and unskilled labor.

The year 1918 will go down in industrial history as being a banner year in the metal trades. Unprecedentedly high wages were made, not only by skilled mechanics — such as first-class machinists, tool and gauge makers, tool grinders, die sinkers and drop forgers, of whom there was a scarcity throughout the year, — but also by men unskilled in the metal trades who were able to operate machines on production work. Not only were these workers given high wage rates, but they were allowed bonuses which materially increased their weekly earnings. Early in the year, the munition plants having government contracts began to look attractive to workers in other lines, and most of the skilled mechanics of plants not engaged on government work sought to shift their employment. Then again the high wages paid produced an unsettled condition,

since men were not satisfied even when making many times the wages of former years. A man would take a day off, make a round of the shops, promise successively to hire out in various places where an increased rate was offered, and then take the job that paid most, leaving the other employers vainly expecting him to report for work. These conditions produced a tremendous amount of labor turnover, with its consequent loss of production, so that finally the government took a hand in the matter and concerns engaged on government contracts agreed not to hire help already employed by other concerns who were also engaged on government contracts. Eventually, therefore, wages became somewhat more standardized, so that the inducement for men to change employment became minimized. While early in the year there was a plentiful supply of machine operators, these were soon absorbed in the increased production of war materials so that in mid-summer concerns were willing to take unskilled help who showed any degree of intelligence and undertake to teach them to operate the various machines.

The State Employment Offices during the period from March to November, inclusive, referred 18,310 persons to employment on war work, the number of positions of this character reported filled being 8,097. This record, by months and offices, is shown by the following table:—

War Work Employment.

State Employment Offices — Aggregates.

MONTH.	BOSTON		SPRINGFIELD		WORCESTER		ALL OFFICES	
	Persons Referred	Positions Filled	Persons Referred	Positions Filled	Persons Referred	Positions Filled	Persons Referred	Positions Filled
March, . . .	565	155	255	121	303	161	1,123	437
April, . . .	692	208	144	54	377	143	1,213	405
May, . . .	601	292	271	157	376	160	1,248	609
June, . . .	504	232	435	221	497	209	1,436	662
July, . . .	569	202	671	457	541	179	1,781	838
August, . . .	1,052	398	855	467	729	340	2,636	1,205
September, . . .	1,282	422	827	425	868	374	2,977	1,221
October, . . .	1,366	565	988	542	898	343	3,252	1,450
November, . . .	1,059	416	836	542	749	312	2,644	1,270
Totals, . . .	7,690	2,890	5,282	2,986	5,338	2,221	18,310	8,097

The heavy demand for help continued during the year up to the signing of the armistice on November 11. Immediately following that event, however, young men and women began coming to the offices in increasing numbers for the purpose of securing permanent positions. Many of the applicants had been engaged in the manufacture of munitions and realized that employment on such work would now be of short duration, but while they desired other permanent positions, a considerable number, especially male applicants, had not come to that state of mind where they would accept less than they had earned during war times, and although the rate per hour was the same, when they were offered no opportunities for overtime work at time-and-a-half pay or Sunday work at double time, they preferred to wait, in the hope of securing positions which might call for extra time. This hope proved illusory in most cases.

Anticipating the concentration of public interest, in the matter of employment, upon the problem of procuring positions for discharged soldiers and sailors as soon as demobilization should begin, the superintendents of the State Public Employment Offices were instructed to give particular attention to this important matter and beginning December 1, to keep special records of the service rendered these men, with the following result for the month of December, *i.e.*, to the end of the annual period covered by this report: —

OFFICE.	Number of Applicants	Number Referred to Positions	Number Reported Placed
Boston, ...	598	141	30
Springfield, ...	130	67	42
Worcester, ...	56	43	14
Totals, ...	784	251	86

During the year Mr. John L. Emery, of the staff of the Boston office, entered the United States Army, and Messrs. Cornelius C. Sheehan and Arthur P. McLellan of the same office entered the Navy; and Albert E. Streck, also of the Boston office, entered the Naval Radio Service; Frederick C. Hawkes,

of the Springfield office, also entered the Army, making five of our employees in the military or naval service of the country.

In conclusion I wish to express my appreciation of the faithful, loyal, and efficient service rendered by Messrs. G. Harry Dunderdale and Chester W. Allen, Superintendents of the Boston and Springfield offices, respectively, and Mr. William A. Wilder, Superintendent of the Worcester office since May 1, as well as to the registrars, clerks, and other employees of the several offices, who were called upon to render especially difficult service and to carry greatly increased burdens of responsibility during the period of war emergency.

CHARLES F. GETTEMY,

Director, Bureau of Statistics.

STATE HOUSE, BOSTON, February 15, 1919.

REPORTS OF THE SEVERAL OFFICES.

Aggregate Business of all Offices from December 1, 1908, to December 31, 1918.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30									Dec. 1, 1916, to Dec. 31, 1917 ³	Jan. 1 to Dec. 31, 1918	Total
	1908	1909	1910	1911	1912	1913 ¹	1914 ²	1915 ²	1916 ²			
Offers of positions,	32,654	41,540	51,082	58,172	74,089	74,113	53,858	51,580	78,157	80,734	77,699	673,678
Positions reported filled.	14,955	17,741	20,574	21,158	26,587	29,117	24,710	26,689	39,865	41,155	39,735	302,286
Persons furnished employment.	9,093	11,166	12,292	13,205	15,711	16,835	13,644	14,304	19,413	19,577	21,419	166,659
Persons applied for by employers.	18,980	23,817	28,354	30,632	36,834	39,230	31,565	33,906	60,782	62,541	62,558	429,199

¹ The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one-half months for the Worcester office.

² The figures for 1914, 1915, and 1916 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office.

³ The figures for 1917 are for 13 months for the Boston, Springfield and Worcester offices and four months for the Fall River office, this office being discontinued March 31, 1917.

THE BOSTON OFFICE: 8 KNEELAND STREET.

G. HARRY DUNDERDALE, *Superintendent.**Summary of Business from December 1, 1908, to December 31, 1918.*

CLASSIFICATION.	YEAR ENDING, NOVEMBER 30									Dec. 1, 1916, to Dec. 31, 1917	Jan. 1 to Dec. 31, 1918	Total
	1908	1909	1910	1911	1912	1913	1914	1915	1916			
Offers of positions,	24,445	32,432	41,630	47,688	61,051	58,324	37,117	30,532	42,506	43,032	40,493	459,250
Positions reported filled.	9,941	13,034	15,478	15,806	19,554	20,971	15,724	14,491	19,120	18,747	18,125	180,991
Persons furnished employment.	6,535	8,327	9,262	10,112	12,216	12,981	9,148	8,416	10,774	10,971	11,743	110,485
Persons applied for by employers.	12,825	17,404	21,425	22,816	26,749	26,956	19,453	17,847	29,172	28,848	28,812	252,307

The superintendent of the Boston office submits the following review of the work of the office for the year:—

Since the opening of the Boston Public Employment Office twelve years ago, it has experienced business booms and business depressions, but the World War brought in its trail increase of office and clerical work such as strained the efforts of the clerks to their full capacity.

The opening of three additional public employment offices by the federal government in Boston and several others within a radius of 25 miles might be supposed to have tended to take considerable business from the state office, but its records show little difference between the figures of the year 1917 and 1918. Firms which did business with us in the past have continued their patronage, and in addition there were a number of firms which had large government contracts and had seldom had occasion to use our office previously, but which during the war period sent their employment agents to our office daily.

The heavy drain upon the labor market for skilled mechanics and able-bodied laborers, caused by the incessant urging of the government for further production, caused the employers to avail themselves of every opportunity to add to their working forces. One of the most successful and important moves in this direction was the raising of wages by certain firms and corporations in all lines, but especially for machinists and kindred trades.

This may have been beneficial in the beginning to some employers, but as soon as the workmen heard of the higher wage being paid elsewhere they took a day off and began to search for it. This practice of seeking better wages became so universal that, in my opinion, fully 65 per cent of the men making application for employment were not out of work at all, but were merely looking for higher wages, and if not successful in their quest, would return to their old jobs the next morning. This procedure resulted in an enormous and abnormal labor turnover; the employment agents visiting the office began to complain very bitterly about other firms taking their men, and employers and their agents agreed that the practice was very detrimental to the output of production, especially for those firms who were receiving pressure from the Government for their goods. Not only that, but it placed upon the clerks in our office a tremendous amount of work to perform with no apparent results therefrom; it increased our number of offers of positions with no corresponding increase of positions filled, thus making it appear that our registrars were sending out numbers of men not suitable for the positions, when this was not the case.

The demand for women workers on munitions and other government work was only fair during the first six months. In January and February we had urgent calls from Washington for female clerical workers, typists, and stenographers to work in that city. We referred fully 200 applicants to the U. S. Civil Service Commission in this city for further particulars, but we never received information from them or from the Commission as to the final disposition of such cases. During the vacation period there were many calls for girls and women to act as substitutes for stenographers, typists, and clerical workers, but the market had been practically depleted by the urgent government calls earlier in the year, so that we were unable to meet many of the demands for this class of help.

Employers from outside the city were anxious for women workers and

offered wages a little higher than could be obtained in the city, but a majority of the applicants were adverse to going outside a single car fare limit.

From May to July 1st, the office was busy securing waitresses and other hotel workers for the mountain and seashore resorts, and at one time we had fifteen head waiters visiting the office daily to hire their help. We were very successful in placing the right type of girls for this work, many being college girls and school teachers, as was attested by several of the head waiters visiting our office at the close of the season to express their appreciation of our efforts, promising to continue their patronage next year.

July found the demand for women help increasing in every trade doing government work, with employment managers and their assistants visiting the office daily. In August the demand became heavier than at any previous time, as mechanics and able-bodied workmen engaged in non-essential work were urged to get into government work and women were wanted to fill the positions thus made vacant. All the munition plants were running at their utmost speed and any woman or girl who wanted work could obtain employment at wages far above the pre-war rates.

After the signing of the armistice, factories engaged in government work began to slow down and numbers of women and girls, as a result, began to flock to the office in search of work. The women seemed to be decidedly more agreeable than the men in accepting the changed conditions. Many of them had been earning anywhere from \$18 to \$25 or \$30 per week, but seemed to be convinced that they would not be able to continue getting work at these wages and accordingly were glad to accept positions at a little in advance of pre-war rates, provided the work was of a permanent nature.

In the unskilled women's department, many of the day workers sought and obtained work in the various factories, while others who had been obliged to go out washing and cleaning to increase the family income stopped coming to the office, since their husbands were making good money, and there was no further necessity for leaving their own housework and families, thus creating a shortage of help for which there was a very active demand. Throughout the year there has been a steady demand for housework girls, with a very unsatisfactory supply, and hundreds of families have been unable to secure the girls they needed.

Following is a synopsis of the condition of the labor market from month to month:—

JANUARY.

There was a decrease in the number of persons called for and also in the number of positions reported filled as compared with January, 1917. This was no doubt caused by the enforced shutdown in the various industries on two heatless Mondays of the month, and because this office was closed for two more working days on account of the coal shortage.

There were urgent calls from Washington for male and female stenographers, typists, and clerks. There were 1,121 orders from employers calling for 1,491 persons.

FEBRUARY.

The three heatless Mondays in this month helped to show a decrease of 14 per cent in the demand for help and a decrease of 8 per cent in the number of positions reported filled as compared with February last year. Washington was still issuing insistent calls for typists and stenographers, with only a fair supply in this section. There were 1,199 orders from employers calling for 1,428 persons.

MARCH.

There was a very heavy demand for skilled workmen in the iron and steel industry and for able-bodied laborers, with a market that was practically depleted of help, except those who were looking for higher wages and better working conditions. There were 1,898 orders from employers calling for 2,341 persons.

APRIL.

The demand for help was 2 per cent less than in 1917, but was 9 per cent heavier than the preceding month. There was also an increase in the number of positions reported filled over last year; also an increase of 9 per cent over the previous month. A large demand for pressmen and feeders in the printing industry could not be filled. There were 2,158 orders from employers calling for 2,551 persons.

MAY.

May was the banner month of the year in the demand for help and shows an increase of 15 per cent over last May, also an increase of 26 per cent over April, 1917. The number of positions reported filled shows an increase of 7 per cent over last year and 20 per cent over last month. There was a large influx of applicants for employment from the schools and colleges for clerical work for the vacation period, which was drawing near, but the demand for this class of help was small. The advance call from representatives of hotels in the mountains and seashore resorts for all classes of hotel work began during this month. There were 2,718 orders from employers calling for 3,296 persons.

JUNE.

The demand for help in the skilled industries continued to be very heavy, but not so acute as last month, with a large number of male applicants for employment who were not out of work, but were seeking higher wages. This condition became so aggravated that one large shipbuilding concern issued orders to its employment manager not to put any skilled

mechanic to work unless he could bring a letter of release from his last employer. Several other plants on government work which are in close proximity to one another refused to take men from the other plants unless they could show releases.

The printing industry was being crippled for lack of pressmen and feeders. This shortage was caused by the draft and the men leaving for other kinds of work where the wages were considerably higher. The lack of help in our state institutions reached an acute stage owing to the men and women going into munition factories where wages were higher. Headwaiters from hotels in the mountain and seashore resorts were daily interviewing help for the summer season, and meeting with fair success. There were 2,204 orders from employers calling for 2,569 persons.

JULY.

This was the month of the draft for military and naval service. The demand for help was 9 per cent more than July, 1917, but was 7 per cent less than the previous month. The number of positions reported filled shows an increase of 2 per cent over last July and 13 per cent less than June this year. There were large numbers of men still looking for higher wages. There were 2,063 orders calling for 2,588 persons.

AUGUST.

The demand for help was the heaviest of any August since the office opened 12 years ago, being an increase of 11 per cent over August last year and 8 per cent over the previous month this year. The number of positions reported filled shows an increase of one per cent over August, 1917, and 7 per cent over July this year. The continual decrease in man power in industry has created a steady demand for women to fill places in machine shops, core-making, munition plants and as elevator operators. There were 2,044 orders from employers calling for 2,798 persons.

SEPTEMBER.

The demand for help was very heavy, and the supply has been far below the demand, and as a result there has been a reduction in the number of places reported filled. The continuous heavy demand for help has practically depleted the labor market and those who are able and are not working can be classed as unreliable and irresponsible, imbued with a spirit of wanderlust, and unable to settle down long in any position. There were 2,163 orders calling for 2,718 persons.

OCTOBER.

The demand for help for government ordnance, shipbuilding, munitions, and other trades doing government work reached such a degree that mechanics and able-bodied laborers were urged to leave non-essential work and

come to the aid of the government. So acute was the demand for ordnance that the employment of women in various lines was adopted in order that men so released could be placed in positions that would hasten production. In the shipbuilding industry there was a slowing down due to lack of reamers, bolters, and able-bodied laborers and there was no available supply to meet this demand. The epidemic of Spanish Influenza made the demand for help heavier, while the number of applicants for employment was materially lessened. Our particular office was hard hit by the disease, with the result that we were obliged to close down for three working days on account of the lack of clerks to do the work of the office. There were 1,839 orders from employers calling for 2,386 persons.

NOVEMBER.

The first part of the month recorded the continued heavy demand for help, but after the signing of the armistice on the 11th, the records soon showed a complete reversal of the conditions which had prevailed during the past two years. Firms employed on government work began a weeding-out process of the less desirable employees. Men, women, and girls began to visit the office seeking employment in order to get under cover for the winter months. Firms having standing orders for help notified us by letter and telephone to stop furnishing help until we received further instructions from them. Notwithstanding this reversal of conditions, the demand for help was 28 per cent more than in November, 1917, but 4 per cent less than October this year. The number of positions reported filled was 2 per cent less than November, 1917, and 12 per cent less than the previous month. There were 1,745 orders from employers calling for 2,275 persons.

DECEMBER.

The labor market was in an almost chaotic condition, government cancellation of war contracts resulting in the discharge of thousands of employees; at the same time demobilization of troops at training camps and the disbandment of sailors at receiving stations were under way. General business was quiet owing to periods of stock-taking and the Christmas holidays. Notwithstanding this reversal of conditions continued from November, the records show more business done this month than in any December in the history of the office. Able-bodied laborers were in demand for shipbuilding, also outside and erecting machinists on the same class of work. There were 1,641 orders from employers calling for 2,371 persons.

We have to report a total of 5,300 individual employers who have patronized the office during the past year, a decrease of 1,108 employers as compared with 1917. We have on record 97 employers of labor outside of Massachusetts who have used our office during the past year, an increase of 6 per cent over last year's figures. The demand from employers in the state was 98 per cent and from employers in other states, 2 per cent.

Of the latter the demand has been from Connecticut, Florida, Maine, Maryland, New Hampshire, New Jersey, New York, North Carolina, Rhode Island, Vermont, and Canada.

The total number of applicants who secured positions in the male departments was 7,251, of whom 62 per cent, or 4,496, were native born, and 38 per cent, or 2,755, were foreign born. The total number of female applicants who secured positions was 4,492, of whom 57 per cent, or 2,560, were native born and 1,932, or 43 per cent, were foreign born.

The registration of the men in Boston under the Compulsory Work Law was performed at the Police Stations in the districts where the registrants resided and then forwarded to this office. Although two temporary clerks were provided to handle this work, a large amount of labor fell upon the regular office force in interviewing applicants, responding to telephone calls and mail inquiries, and writing letters to the Captains of the various police divisions relative to delinquents who failed to report at the office for work. In this connection I desire to thank the police authorities, the Captains and their subordinates, for the splendid work they have done and the hearty co-operation they gave to make this law thoroughly effective.

THE SPRINGFIELD OFFICE: 47-49 WATER STREET.

CHESTER W. ALLEN, *Superintendent.*

Summary of Business from December 1, 1908, to December 31, 1918.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30									Dec. 1, 1916, to Dec. 31, 1917	Jan. 1 to Dec. 31, 1918	Total
	1908	1909	1910	1911	1912	1913	1914	1915	1916			
Offers of positions,	3,940	5,753	6,626	8,559	11,077	12,372	7,913	9,615	17,617	19,408	19,687	122,567
Positions reported filled.	2,431	3,166	3,675	4,310	5,392	6,325	4,685	6,106	10,999	12,344	12,576	72,009
Persons furnished employment.	1,538	1,929	2,085	2,300	2,819	2,965	2,032	2,528	4,264	4,324	5,187	31,971
Persons applied for by employers.	3,204	4,283	5,007	6,176	7,845	9,229	6,263	7,571	14,726	16,972	18,823	100,099

The Superintendent of the Springfield office, after referring to conditions common to all the offices during the past year, says in surveying the activities under his jurisdiction:—

The past year with its war activities in industry and the phenomenal growth of concerns engaged in war work has caused an unusual demand for workers which continued through the middle of November. The demand was persistent, especially for men skilled in the metal trades and those more or less skilled in any of the branches of shipbuilding. So

great, in fact, was the demand, and in the late summer so scarce the available supply, that women were placed to do work formerly done by men and proved satisfactory. This increased activity in industry necessarily increased the work in this office but did not find us unprepared. We were, however, handicapped in having an insufficient office force, yet all employees put their best efforts forward and the work was handled to the entire satisfaction of both the employers and those seeking work. It was not apparent when the budget for the employment service was made up in the fall of 1917 to what extent it would grow during the year 1918 or that the United States Employment Service would expand to such great proportions. This office during the year not only handled the business as the State Public Employment Office, but also that of the U. S. Employment Service in this section, which greatly increased the work without providing the necessary additional clerical help, so that at times our regular office force has been greatly overtaxed.

Throughout the year our best efforts have been given toward supplying help to the U. S. Armory, the shops of which were engaged in the manufacture of small arms, but the rates paid, together with the working hours and bonuses, made the work so attractive that less recruiting had to be done by the Armory this year than formerly to keep its plant going at full blast. We did, however, refer 310 men out of which number 100 were placed at work. In addition we were in close touch with two other local concerns engaged in war work, the Springfield Aircraft Corporation, engaged in the manufacture of airplanes, and the Westfield Manufacturing Company, were making shells. During the year 254 men were referred and 79 placed with the former concern, while 322 men were referred and 280 men placed with the latter. These, together with other plants engaged on war work, have received our special attention. There was also a heavy demand for men in the metal trades from manufacturers outside this section, also for concerns engaged in shipbuilding, but little could be done to assist them as there were not sufficient men to supply the local demand.

The demand for boys 14 to 16 years of age was small during the year and mostly for errand and messenger work, but the wages offered were not attractive enough to induce any great number of boys to apply. For the older boys between 16 and 18 years, there was considerable work but on account of the large wage paid in the munition plants, it was very difficult to get a boy interested in any job except one in a factory on which he could make over \$10 a week. Many boys from 18 to 20 years of age working in munition plants on production work were able to make a very large wage.

Special attention has been given this year, the same as in previous years, to filling the wants of the farmers. Although at various times during the year, the supply of competent farm hands was limited, yet every effort has been made to secure satisfactory help for them. Our work along this line has always been an important part of the business of the office and how our efforts are appreciated by the farmers is shown by their continued

patronage. During 1918, 1,424 agricultural laborers were called for and 1,151 were placed. The shortage of help was particularly felt during the tobacco harvest which started about the second week in August, but by making every effort we were able to supply the farmers with a sufficient number of men to harvest the tobacco, which was probably the finest crop raised in this section for years.

The demand and supply of woodsmen was very good, both in the first and last months of the year. During November and December woodsmen were offered from \$55 to \$65 a month and found, with transportation paid, this to be given the men if they stayed through the season. The government's action in taking over the handling of the supply of unskilled laborers did not affect the farmers to any great extent, since by the time the ruling went into effect whereby laborers could not be sent from one state to another, the crops had nearly all been harvested and the only work for which the farmers desired any considerable number of men was to take down and strip their tobacco crop. While the office under this ruling could not send laborers to Connecticut, the farmers would come to Springfield and recruit their own help.

Special efforts have been made since demobilization began, to have soldiers and sailors returning from their war activities to this vicinity, register at the Springfield Public Employment Office and to place them in peace time employment. Your Superintendent attended meetings of these men and told them of the Public Employment Office and the efforts being made to find employment for them. The resources of the office have been placed at their disposal. The registrar of employment, after a personal interview with each man, has gotten in touch with various employers and made every effort to place him. Those for whom it has been impossible to find employment at once have been registered, asked to keep in touch with the office, and listed for immediate reference. There has been a noticeable willingness on the part of the manufacturers in this section not only to take back their former employees who joined the Army and Navy, but also to find places for as many more as possible. During the month of December, 130 returned soldiers and sailors were registered, 67 referred to positions, and 42 reported placed. The problem of placing the returned service men has been particularly difficult at this time, as so many manufacturers have had their war contracts cancelled and have found it necessary to reduce the number of their employees, rather than to increase them. However, the prospects for future industrial activity are bright and every effort is being made to pass over this period of changing from war to peace time activity with as little industrial disturbance as possible.

During the early part of the year there was a considerable demand for common laborers, but on August 1 the government, — in order to conserve as much as possible the man-power, and to curtail the shifting from state to state of this important class of help, — ruled that all manufacturers employing over 100 persons, engaged on government work, should hire all unskilled laborers through the U. S. Employment Service. These

officers were not allowed to send unskilled laborers outside of the state without the authority of the Federal Director. As in all cases, the question of demand and supply regulated the amount of wage which the laborers were able to demand. From a rate of from 30 to 35 cents an hour, which was paid in January 1918, it rose until during October and the first part of November, the rate had increased to 40 to 50 cents an hour, in most cases reaching the higher figure. Since the signing of the armistice, the return of discharged soldiers and sailors and the release of numbers of employees from the munition plants has caused the unskilled labor market to be flooded so that now plenty of laborers can be had for 35 to 40 cents an hour.

Concerning the work in the Women's Department, Miss M. Wynne Wadsworth, Registrar of Employment, in charge, reports:—

The year 1918 was unique in the industrial history of Springfield so far as the women workers were concerned. The little bands of pioneers who have been permitted to scout in industries previously regarded as fields for men only, had carried on so well that in the spring and summer of 1918, the manufacturers were eager to secure women workers and the only anxiety was in regard to the supply. Had the September draft been called out, it would probably have been advisable to have taken some kind of a census, as in August manufacturers who had always used women workers, were nearly at their wits' end trying to find out whether their employees were coming or going. Attractive advertisements brought some applicants, but the lure of government contracts alone could hold them. The idea that women could be shifted to non-essential industries would have received scant attention from any of these women.

In this rush for work and workers two time honored precepts were laid aside, experience and age. One's previous occupation apparently did not matter either to worker or employer. To help the government in its shops was the impelling motive of teachers and office and store employees, as well as of women who had never worked. Truly a woman was as old as she looked and many a manufacturer found the twenty-five year limit raised just as it was in England ten, twenty and even more years.

If the government ever chooses to open its records for some student of industrial conditions the local Armory will furnish one of the most interesting chapters. In the spring of 1917 our office and other agencies were asked to send women stenographers. But strange as it seems to-day, few girls cared to go! The hours 7 A.M. to 6 P.M. were long and the pay—a youth's entering salary—was no inducement. Later the hours were changed to 7.30 A.M. to 5.30 P.M., the pay was increased, bonuses added, and women everywhere responded to the patriotic appeals to help the government; and the problem at the Armory became one of what to do with its applications. In June 1918, many applicants were refused papers because over five hundred applications were on file. In the summer of 1917 women began work in the Hill plant and in 1918 in the Watershops. They did inspecting, filing and several kinds of machine work. As no women had ever worked there before—even in the office—experience was not an important factor in hiring nor has it been in the laying off. Many women called at our office but we could merely advise them as to applications, etc., because at no time was there a shortage of women applicants so far as we knew. It was the same at Smith & Wesson's, where the little group of five women in September, 1916, grew slowly and steadily. These two plants being wholly government controlled seemed to meet the requirements of the women of Springfield and a wide radius better than any others, although there was no dearth of applicants for gas mask work, which made an especially strong appeal to their

patriotism. Only once did we receive a call from the local bullet shop where two eight-hour shifts, after August 3, were run, and only one or two from either local shell shop. Women whose husbands worked nights, and women with children, seemed especially anxious to secure night work and we often had women apply for both night and part time work, but so far as we know there were only four shops, one for part time workers and three where permission was given for night work by women.

Aside from these lines the most popular job was that of running elevators. Both white and colored women were eager to secure this work, and all places were quickly filled, even in hotels where the night shift worked until midnight. But the few calls for pin-setters aroused little enthusiasm; young colored girls were employed to some extent. Because tobacco was classed as an essential crop and paid higher wages than ever before, girls of fifteen made as high as \$11–\$12 per week, and we received no calls for workers in this line for the first time in years. A number of women were listed for agricultural work in the spring and summer, but we were unable to place them, since aside from tobacco and the large market gardens where Italian women chiefly were used, there seemed no demand locally for such workers.

Among the unusual demands of 1918 were women in drop forging plants. Here the result was not entirely satisfactory because the women available did not even comprehend the term "husky", and in most cases refused to be turned down for any such trivial apparent defect of nature. However, from the beginning made in our office the Boston & Albany "manned" its scrap pile with recruits from our supply of day workers.

Never in the history of the office was the day work problem so difficult to handle. Practically all of the younger white women went into some kind of shop work and the supply of colored women although anxious to try new places to the very limit of one's patience was even so, insufficient. One elderly white woman was placed eighty-one times and is still coming for more — a few cases like this explain how four thousand positions were filled by one thousand women. The repeating was done chiefly by day workers and yet even they could not spoil our record though they came nearer doing it than ever before (552 were placed but once and 448 more than once). This year with more demands than ever and many refused, the supply of day workers probably did not exceed 400 all told. In 1917 over 500 different women were sent out for day work. The supply was so inadequate, especially the first of the week, that we were obliged to refuse to take more orders when we had as many as we thought we could fill.

The general housework problem, which existed even before the war, came very near extinction by elimination in 1918. In the spring we decided that it was useless to take any orders for less than \$6 a week, since to do so only tied up our telephone lines and made useless work for everybody because we had learned that no woman of any age or color would work in a family for less. In August, the minimum rate was again raised to \$7, not because we wanted to dictate to any family what it should pay, but because the hotels had again raised chambermaid wages and were offering \$6 per week with board and room, and all hospitals in the city were unable to secure workers at \$25 to \$30 a month. While these positions were open, it was useless to talk housework; besides, the girls and women who called wanted \$8 to \$12, with various stipulations as to size of family, location, etc. But in December we received orders for 50 housework girls and placed *seven!*

With the signing of the armistice came the laying off, on the whole, gradually. The few shop places open in November were quickly filled, so too were the stores. The workers hustled for jobs just as they had done to produce for government needs. Fortunately no reductions in wages were reported and the worker who *had* to find work seemed to be able to do so, at least before Christmas. However dubious the outlook, no complaints were heard, for they seemed to realize that it would belie the almost hysterical joy of all women everywhere on that glorious November day.

Very little advertising has been done this year, principally through lack of funds. During the summer and fall when help was scarce employers inserted their own advertisements, using the office as a place to interview those seeking employment. Publicity was maintained, however, by the publishing in the press of monthly reports of the business of the office and the survey of industrial conditions. New items concerning various phases of this work and labor conditions were also published from time to time.

The continued increase of business made it necessary this year to enlarge our offices. This was accomplished by taking the adjoining store on Worthington Street, which extends the length of the building, having an entrance on Fort Street. By re-arranging the office, better service is now given both the employers and those seeking work. The Men's Unskilled Help Department is located at 47-49 Water Street, having sufficient room to accommodate all applicants. The Men's Skilled Help Department is at 12 Worthington Street in the quarters formerly occupied by the Women's Department, while the Women's Department has been placed in the new store at 14 Worthington Street, thus giving to it much needed additional room. The office has been located in the Fort Street side of the new store, where it has ample quarters.

While the business of the office has grown, the number of employees has not been increased sufficiently to give the prompt and efficient service needed. I would therefore recommend the appointment of an additional male registrar of employment and an additional female clerk.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. WILDER, *Superintendent.*

Summary of Business from September 15, 1913, to December 31, 1918.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Dec. 1, 1916, to Dec. 31, 1917	Jan. 1 to Dec. 31, 1918	Total
	1913 ¹	1914	1915	1916			
Offers of positions, . . .	1,822	7,561	10,365	16,515	17,887	17,519	71,669
Positions reported filled, .	552	3,176	5,150	8,398	9,681	9,034	35,991
Persons furnished employment.	479	2,152	3,156	4,137	4,282	4,489	18,695
Persons applied for by employers.	1,089	4,387	7,316	15,152	16,253	14,923	59,120

¹ Office open two and one-half months only in 1913.

A change of superintendents occurred in this office during the year, William A. McCarthy who had held the position since the opening of the office in 1913, resigning, and William A.

Wilder being appointed to succeed him and taking office May 1. Says the superintendent in reviewing the work of this office during the past twelve months:—

It appears that 2,751 individual employers applied for help, of whom 1,659 were former patrons and 1,092 were employers who called on this office for the first time. A number of these old employers date back to the early months of the office and their continued patronage is gratifying as indicative of the satisfactory service rendered.

A total of 4,489 individual applicants secured positions through the office during the year, of whom 3,344 were males and 1,145 females. Of the males 2,870 secured one position and 474 secured more than one; 1,463 were native born and 1,881 foreign born; 2,255 were single and 1,089 married. Of the females 698 secured one position and 447 more than one; 490 were native born and 655 foreign born; 555 were single and 590 married.

The beginning of 1918 was marked by a decided shortage of labor in all lines of industry. The ever increasing need to speed up production in order to maintain our forces at the front brought the labor question to a critical point by summer and caused the state to pass a Compulsory Work Law and the federal government to extend the U. S. Employment Service to cover every district in the country. This office became the representative of the latter for Worcester and upon it fell the responsibility of handling all the unskilled and most of the skilled labor of this district. That this office was able to handle successfully this situation with its many vexing problems is due to the hearty co-operation of all employers, as well as the workers. Although wages were generally higher elsewhere, Worcester lost comparatively few of its workers and did its full share in the production of essential war material.

The demand for toolmakers, machinists, and machine specialists in the metal trades industry, which began with the war, had long ago exhausted the highly skilled of these workers so that at the beginning of 1918 we find the shops gradually lowering their standards and willing to accept men of very little experience. By summer, with the government calling for a greater output of munitions, the only qualifications necessary for a job in a number of these plants were a fair degree of intelligence and a willingness to work. There were various methods used to train these beginners — in some places they were given a short course in a class with an instructor before being placed to work in the shop, whereas in others they were placed at once in the shop as helpers to the skilled men. Of course there was a limit to the amount of this inexperienced help that a plant could carry and by the end of August we find these concerns back to their former demand for only highly skilled men. This condition prevailed until, with the cessation of hostilities and subsequent cancellation of war contracts, the market became flooded with workers of all kinds and the year ended with even high grade men looking in vain for employment.

The common laborer to do the heavy outside work, such as unloading cars, etc., was by far in greatest demand during this period; in fact by mid-summer this class of workers seemed to have disappeared entirely and in a number of cases men had to be taken temporarily from their machines in shops and placed on this work. The wage of 30 cents per hour for this work, which was being paid the first part of the year, was finally increased to 40 cents by August. Some factories located at a distance from the center of the city where carfare was an item, paid as high as 42 cents and one concern offered 55 cents for unloading coal and had trouble in getting laborers even at that rate.

This office did a lively business in furnishing help to the textile mills during the entire war period. The demand for weavers, spinners, and other skilled workers was generally in excess of the supply, but in the unskilled these factories, even during the time of the greatest labor shortage, attracted large numbers. Most of the mills in this vicinity have their own boarding houses and this appeals to a certain class who want just this light factory work and will accept no other. This industry, to a very large extent, was engaged on government orders and at the end of December, with the loss of a great amount of this work, we find a number of these mills on short time and some closed down entirely. The State hospitals had a very serious time during the past summer in getting sufficient help for their needs. Although their beginner's rate of \$30 per month for attendants was increased to \$35, only a few undesirables could be induced to take this work. Some of these institutions had to operate on as low as 50 per cent of their usual force, but the end of the war brought them quick relief.

The latter part of September the United States government took control of recruiting woodsmen for the lumber camps and an agent was sent to this office three times a week for that purpose. This district proved an exceptionally good one in which to secure these men and it is to be regretted that this control was relinquished at the end of the year. There is a large number of these men seeking this employment during all seasons and they are entitled and should receive the protection and free service of the Public Employment Office to secure for them fair and just treatment.

The recruiting of help for farmers during the spring contained one discouraging feature for although all experienced farm hands who applied were easily placed, a number of boys and young men, ranging in age from 16 to 20, called at the office in search of this work (most of them had never been on a farm) but we were unable to induce the farmers to try them out. The prevailing rate of from \$40 to \$45 a month which the farmers paid during the year was too small in comparison with the city wage to hold many desirable workers, so the farmers were mostly short handed during the entire season. It is the intention of this office during the coming year to have two regular days a week for farm hands and to notify the farmers in this community to that effect so that they may expect to find help here when they call.

In the female department the beginning of the year was marked by a strong demand for experienced stenographers and typists, with a meager supply of such applicants, caused no doubt by the fact that a large number of girls were attracted to Washington, D. C., by the larger salaries being offered in the federal departments there. This condition obtained until the closing of schools released a number of graduates in this line and helped to relieve the situation. A number of school teachers registered during the vacation period and whenever practicable were referred to factories engaged on government contracts. A United States Ordnance inspector employed several teachers as government inspectors on gas masks throughout the summer months. The number of applicants for factory work was never sufficient during the war to meet the great call for these workers, for with the necessity of greater munitions manufacture to supply the army, and for help to replace those called to the colors, there was an ever increasing demand. In some cases additional buildings were needed to accommodate the girls, while the opening of rest rooms in the factories afforded good opportunities for matrons. The chance to earn high wages in factories caused a general exodus of housemaids and domestics to this more remunerative work. Summer hotels had a difficult time getting sufficient help for their needs and institutions were equally short handed.

Although many day workers went into factories a proportionate number was usually on hand to answer the daily calls. Perhaps for the first time since the existence of large factories women were used as janitresses and cleaners throughout the buildings, thus releasing the men formerly employed in such capacity, to run machines and make themselves useful on the general factory work. In many cases the work proved too heavy for the women but with readjustments it was made so congenial that they are still being used with satisfaction.

The highest praise is due the newspapers of Worcester for the very fine manner in which they at all times co-operated with us. Publicity was very essential to the success of the many plans of the U. S. Employment Service and they gave it without stint. We are also indebted to one of the largest moving picture houses here for running a slide of this office without charge in connection with the U. S. Employment Service film.

EXPENDITURES ON ACCOUNT OF PUBLIC EMPLOYMENT OFFICES FOR THE FISCAL YEAR ENDING NOVEMBER 30, 1918.

The classified expenditures for the maintenance of the three offices during the year ending November 30, 1918, were as follows: —

Maintenance of Offices.

	Boston	Springfield	Worcester	Total
Printing annual report, ...	\$70.05	\$35.03	\$35.02	\$140.10
Job printing, ...	301.55	119.93	100.24	521.72
Postage stamps, ...	50.00	—	—	50.00
Stamped envelopes, ...	—	25.34	47.50	72.84
Stationery and supplies, ...	122.75	56.23	44.08	223.06
Machine supplies and repairs, ...	24.15	21.80	8.95	54.90
Rent, ...	4,200.00	1,200.00	1,200.00	6,600.00
Lighting, ...	278.85	34.47	29.12	342.44
Telephone and telegraph, ...	929.78	213.71	151.05	1,294.54
Advertising, ...	243.41	98.49	101.62	443.52
Cleaning materials, ...	60.68	4.60	31.55	96.83
Expressage and teaming, ...	6.50	3.80	4.32	14.62
Travel, ...	—	19.02	127.66	146.68
All other, ...	90.22	63.05	65.87	219.14
Salaries, including janitor service, ...	16,651.71	6,681.14	4,868.62	28,201.47
Total, ...	\$23,029.65	\$8,576.61	\$6,815.60	\$38,421.86
Balance unexpended, ...	. .	. .	. .	98.53
Appropriation, ...	. .	. .	. .	\$38,520.39

STATISTICAL TABLES.

STATISTICAL TABLES.

TABLE I. — *Consolidated Summary of Business of the Three State Offices from January 1 to December 31, 1918.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers, ...	-	-	44,812
Individual Employers who Applied for Help, ...	-	-	10,738
Persons Applied for by Employers, ...	37,912	24,646	62,558
Offers of Positions, ...	49,681	28,018	77,699
Positions Reported Filled, ...	21,325	18,410	39,735
Individuals for whom <i>one Position only</i> was secured, .	12,476	4,450	16,926
Individuals for whom <i>more than one Position</i> was secured,	2,306	2,187	4,493
Total for whom Positions were secured, ...	14,782	6,637	21,419

TABLE II. — *Summary of Business of the Boston Office from January 1 to December 31, 1918.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers, ...	-	-	22,793
Individual Employers who Applied for Help, ...	-	-	5,300
Persons Applied for by Employers, ...	16,933	11,874	28,812
Offers of Positions, ...	24,378	16,115	40,493
Positions Reported Filled, ...	8,740	9,385	18,125
Individuals for whom <i>one Position only</i> was secured, .	6,345	3,200	9,545
Individuals for whom <i>more than one Position</i> was secured,	906	1,292	2,198
Total for whom Positions were secured, ...	7,251	4,492	11,743

TABLE III. — *Summary of Business of the Springfield Office from January 1 to December 31, 1918.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers, ...	-	-	11,265
Individual Employers who Applied for Help, ...	-	-	2,687
Persons Applied for by Employers, ...	12,706	6,117	18,823
Offers of Positions, ...	14,095	5,592	19,687
Positions Reported Filled, ...	8,229	4,347	12,576
Individuals for whom <i>one Position only</i> was secured, .	3,261	552	3,813
Individuals for whom <i>more than one Position</i> was secured,	926	448	1,374
Total for whom Positions were secured, ...	4,187	1,000	5,187

TABLE IV. — *Summary of Business of the Worcester Office from January 1 to December 31, 1918.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers, ...	-	-	10,754
Individual Employers who Applied for Help, ...	-	-	2,751
Persons Applied for by Employers, ...	8,268	6,655	14,923
Offers of Positions, ...	11,208	6,311	17,519
Positions Reported Filled, ...	4,356	4,678	9,034
Individuals for whom <i>one Position only</i> was secured, .	2,870	698	3,568
Individuals for whom <i>more than one Position</i> was secured,	474	447	921
Total for whom Positions were secured, ...	3,344	1,145	4,489

TABLE V. — *Summary of Each Office, Showing Volume*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
1	Boston:		
2	Males, ...	302	—
3	Females, ...	302	—
4	Total, ...	302	22,793
5	Springfield:		
6	Males, ...	303	—
7	Females, ...	303	—
8	Total, ...	303 ¹	11,265
9	Worcester:		
10	Males, ...	303	—
11	Females, ...	303	—
12	Total, ...	303 ¹	10,754
	Consolidated Totals for Three Offices:		
13	Males, ...	—	—
14	Females, ...	—	—
15	Total, ...	—	44,812

TABLE VI. — *Consolidated Summary by Months of All the Offices,*

	MONTHS.	Working Days	Number of Applications from Employers
1	January, ...	26	2,349
2	February, ...	23	2,358
3	March, ...	26	3,628
4	April, ...	25	4,297
5	May, ...	26	4,966
6	June, ...	24 ¹	4,200
7	July, ...	26	4,093
8	August, ...	27	4,349
9	September, ...	24	4,122
10	October, ...	26	3,829
11	November, ...	24	3,338
12	December, ...	25	3,278
13	Totals, ...	302	44,812

¹ Springfield and Worcester offices had 25 working days in June.

of Business from January 1 to December 31, 1918.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
16,938	56.09	24,378	80.72	8,740	28.94	51.60	1
11,874	39.32	16,115	53.36	9,385	31.08	79.03	2
28,812	95.41	40,493	134.08	18,125	60.02	62.91	3
12,706	41.93	14,095	46.51	8,229	27.15	64.76	4
6,117	20.19	5,592	18.46	4,347	14.35	71.06	5
18,823	62.12	19,687	64.97	12,576	41.50	66.81	6
8,268	27.29	11,208	36.99	4,356	14.38	52.69	7
6,655	21.96	6,311	20.83	4,678	15.44	70.29	8
14,923	49.25	17,519	57.82	9,034	29.82	60.54	9
37,912	125.31	49,681	164.22	21,325	70.47	56.25	10
24,646	81.47	28,018	92.65	18,410	60.87	74.70	11
62,558	206.78	77,699	256.87	39,735	131.34	63.52	12

Showing Volume of Business from January 1 to December 31, 1918.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
3,331	128.12	5,181	199.27	2,355	90.58	70.70	1
2,936	127.65	4,288	186.43	2,062	89.65	70.23	2
4,893	188.19	6,030	231.92	3,042	117.23	62.17	3
5,309	212.36	6,612	264.48	3,223	128.92	60.71	4
6,382	245.46	7,021	270.04	3,802	146.23	59.57	5
5,641	229.92	6,739	275.39	3,559	145.27	63.09	6
6,051	232.73	6,691	257.35	3,523	135.50	58.22	7
6,604	244.59	7,487	277.30	3,927	145.44	59.46	8
5,777	240.71	7,060	294.17	3,351	139.63	58.01	9
5,651	217.35	7,020	270.00	3,808	146.46	67.39	10
4,941	205.88	6,755	281.46	3,496	145.67	70.75	11
5,042	201.68	6,815	272.60	3,587	142.56	71.14	12
62,558	206.78	77,699	256.87	39,735	131.34	63.52	13

TABLE VII. — *Classification, by Occupations, of Persons Called*

	CLASSIFICATION.	BOSTON	
		Persons Called for	Positions Filled
1	Skilled Labor:	9,638	5,635
2	Clay, Glass and Stone, ...	11	—
3	Chemicals, ...	133	82
4	Clothing industries (except footwear), ...	527	332
5	Engineers, mechanical, ...	—	—
6	Engineers, stationary, ...	342	149
7	Firemen, stationary, ...	825	411
8	Iron, Steel and other metal workers, ...	1,615	1,054
9	Food, Liquor, Beverages, and Tobacco, ...	270	175
10	Lumber and Furniture, ...	81	26
11	Textiles, ...	148	70
12	Leather, Rubber and Allied Products, ...	626	406
13	Miscellaneous manufacturing, ...	788	578
14	Building and Construction trades, ...	1,327	719
15	Machinists, Millwrights, and Toolmakers, ...	1,294	808
16	Molders, Founders and Furnacemen, ...	472	255
17	Pressmen and Feeders, ...	497	177
18	Compositors and Linotype Operators, ...	158	72
19	Bookbinders, ...	120	69
20	Miscellaneous mechanical trades, ...	404	252
21	Unskilled Labor:	14,638	10,319
22	Agricultural Laborers, ...	315	257
23	Day Laborers and Casual Workers, ...	2,242	1,465
24	Day Workers (women), ...	3,825	3,437
25	General Household Servants and Chambermaids, ...	915	693
26	Kitchen Workers, Waiters, Waitresses and Cooks, ...	4,832	3,069
27	Hospital and Institution employees, ...	962	725
28	Miscellaneous Domestic and Personal Service, ...	1,547	673
29	Transportation, ...	394	150
30	Mercantile Trade, ...	2,794	1,314
31	Clerical, ...	1,292	683
32	All other unclassified, ...	56	24
33	Totals, ...	28,812	18,125

for and Positions Filled, for the Year ending December 31, 1918.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
5,671	2,753	5,773	3,072	21,082	11,460	1
92	17	7	—	110	17	2
32	22	48	28	213	132	3
44	17	173	51	744	400	4
1	—	—	—	1	—	5
13	5	89	36	444	190	6
102	51	280	98	1,207	560	7
2,379	1,115	2,816	1,699	6,810	3,868	8
261	110	77	32	608	317	9
211	102	111	42	403	170	10
181	125	795	490	1,124	685	11
120	106	176	60	922	572	12
768	379	331	127	1,887	1,084	13
906	482	446	203	2,679	1,404	14
205	64	268	141	1,767	1,013	15
292	144	103	42	867	441	16
16	4	10	5	523	186	17
5	—	13	4	176	76	18
16	3	2	—	138	72	19
27	7	28	14	459	273	20
11,436	8,865	7,795	5,459	33,869	24,643	21
1,440	1,156	785	507	2,540	1,920	22
3,578	3,058	720	467	6,540	4,990	23
3,842	3,702	4,172	3,857	11,839	10,996	24
688	131	686	120	2,289	944	25
926	393	604	213	6,362	3,675	26
340	175	314	92	1,616	992	27
622	250	514	203	2,683	1,126	28
979	645	358	128	1,731	923	29
409	161	428	132	3,631	1,607	30
211	80	466	164	1,969	927	31
117	72	103	79	276	175	32
18,823	12,576	14,923	9,034	62,558	39,735	33

TABLE VIII. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" from January 1 to December 31, 1918.*

MONTHS.	PERSONS CALLED FOR			POSITIONS REPORTED FILLED		
	Boston	Spring- field	Worces- ter	Boston	Spring- field	Worces- ter
January, ...	57	39	32	44	26	20
February, ...	62	27	38	45	22	22
March, ...	90	46	52	57	31	28
April, ...	102	49	61	65	34	30
May, ...	127	60	58	75	39	32
June, ...	107	73	50	73	42	31
July, ...	100	81	52	59	49	27
August, ...	104	80	61	61	50	35
September, ...	113	76	52	55	52	33
October, ...	92	80	45	63	52	31
November, ...	95	67	45	60	51	35
December, ...	95	64	43	62	49	31
Averages, ...	95	62	49	60	42	30

The Commonwealth of Massachusetts
DEPARTMENT OF LABOR AND INDUSTRIES
DIVISION OF STATISTICS

THIRTEENTH ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE YEAR

1919

By

THE DIRECTOR OF THE DIVISION OF STATISTICS



BOSTON
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THIRTEENTH ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

The statistical data presented in this report have reference to the activities of the three State Public Employment Offices in Massachusetts located, respectively, at Boston, Springfield, and Fall River, and cover the operations of these offices during the calendar year 1919. These data, and more particularly the number of actual placements made, record the service rendered by these offices to employers and applicants for employment during the year. Inasmuch as the general employment conditions in the industries of the State are reflected in the work of the offices, a brief review of the labor market during the year is included in the introduction to this report.

1. THE LABOR MARKET IN 1919.

Following the signing of the armistice, on November 11, 1918, there was some curtailment of business activity in those industries which were immediately affected by the cancellation of war contracts. In some localities large numbers of employees who had been engaged in the production of munitions, army clothing, and other war materials were thrown out of employment, and during the first three months of the year 1919, there was an actual surplus of labor in contrast with the very marked undersupply during the greater portion of the previous year. Nevertheless, the transition from a war to a peace basis in nearly all of the principal industries in Massachusetts was accomplished without any very serious flooding of the labor market, notwithstanding the return to industry of a steady stream of men who were being discharged from military and naval service. Inactivity in the building

industry continued during the early months of the year, although war-time restrictions which had been imposed by the Government had been removed. At the end of June reports showed a marked increase in the demand for labor in nearly all of the important industries and trades, and in the building trades in which there had been an oversupply of labor there was an actual shortage of excavators, building laborers and others who were required in the preliminary work of construction. Conditions in the labor market during the summer months were somewhat disquieting because of the occurrence, in rapid succession, of strikes, several of which were of large magnitude and seriously affected the public welfare. Early in September the demand for labor increased materially, and industrial activity continued unabated throughout the remainder of the year except in industries, such as the building trades, in which operations are usually in part suspended upon the approach of winter.

2. BUSINESS ACTIVITY AT THE STATE OFFICES.

In the following table the principal data relative to the activities of the three State offices, considered as a group, are presented for the year 1919, with corresponding data for 1918. Information with reference to the work of the several offices appears in the reports of the respective superintendents in charge and in the detailed statistical tables at the end of this report.

Consolidated Summary of Business of the Three State Offices during the Year ending December 31, 1919, with Comparative Data for 1918.

CLASSIFICATION.	1919			1918	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1918)	
Applications from Employers, . . .	—1	—1	43,433	44,812	—3.08
Individual Employers who Applied for Help.	—1	—1	11,457	10,738	+6.70
Persons Applied for by Employers, . .	33,066	25,189	58,255	62,558	—6.88
Offers of Positions, ...	39,860	26,864	66,724	77,699	—14.13
Positions Reported Filled, ...	19,592	18,023	37,615	39,735	—5.33
Individuals for whom <i>one Position only</i> was secured.	9,948	2,094	12,042	16,926	—28.86
Individuals for whom <i>more than one Position</i> was secured.	3,873	2,180	6,053	4,493	+34.72
Total for whom Positions were secured,	13,821	4,274	18,095	21,419	—15.52

¹ Not applicable.

During the year, 43,433 applications for help were received from employers, as compared with 44,812 applications in 1918, showing a decrease of 3.1 per cent, but the number of individual employers who applied for help increased from 10,738 in 1918 to 11,457 in 1919, or 6.7 per cent. The extent to which the employers were served by the offices is indicated by the following facts. The total number of persons applied for by employers in 1919 was 58,255, and the total number of positions reported filled was 37,615. It appears, therefore, that 64.6 per cent of the employers' requisitions in 1919 were filled, which percentage is slightly in excess of the corresponding percentage (63.5) in 1918. Of the 66,724 offers of positions to applicants during the year, 37,615, or 56.4 per cent, were filled, as compared with 51.0 per cent in 1918.

The total number of placements made by the three State offices during the year was 37,615, as compared with 39,735 filled during the year 1918, showing a decrease of 5.3 per cent. The total number of individuals for whom positions were found during the year was 18,095, for 12,042 of whom *one*

position only was secured and for 6,053 more than one position was secured. It may be observed in this connection that the number of individuals for whom only one position was secured in 1919 was less by 28.9 per cent than the corresponding number in 1918, while the number for whom more than one position was secured in 1919 was greater by 34.7 per cent than the corresponding number in 1918. This increase in the number of "repeaters" was due in part to the fact that early in 1919 there was a larger surplus of unskilled labor in the market for whom temporary positions were secured.

The following summary table shows, for the fiscal year ending November 30, 1919, the expenditures on account of the three public employment offices, the number of "placements" (positions furnished to applicants), and the per capita cost of the placements made, and similar data for the fiscal year ending November 30, 1918, are also presented for purposes of comparison.

Expenditures, Number of Placements, and Per Capita Cost of Placements for the Public Employment Offices in Massachusetts during the Fiscal Years 1918 and 1919.

OFFICES.	EXPENDITURES ¹		NUMBER OF PLACEMENTS ¹		PER CAPITA COST OF PLACEMENTS ¹	
	1918	1919	1918	1919	1918	1919
Boston, ...	\$23,029 65	\$24,653 81	17,675	16,841	\$1 30	\$1 46
Springfield, ...	8,576 61	11,630 03	11,644	12,472	74	63
Worcester, ...	6,815 60	7,451 21	9,061	8,588	75	87
Totals, ...	\$38,421 86	\$43,735 05	38,380	37,901	\$1 00	\$1 15

¹ For the fiscal year ending November 30.

Based on the total expenditures on account of the public employment offices the per capita cost of placement for the three offices, considered as a group, was \$1.15 in 1919, as compared with a per capita cost of \$1.00 in 1918. The increase was due almost wholly to necessary increases in salaries, rentals, and telephone service.

No effort is made to compare the per capita cost of placements by the Massachusetts offices with corresponding costs

for public employment offices in other states, because such comparisons would prove misleading. In some states office quarters are furnished in public buildings and the expenditures for rent, telephone service and other contingent expenses are not included in the cost of operation of the offices, whereas in the case of the Massachusetts offices all of these items are included in the statement of expenditures. Furthermore, the definition of the term "placements" as used in the several states varies. Thus in Massachusetts only those persons who are definitely known to have been engaged by the employer to whom they were referred have been recorded as placed, whereas in certain other states all persons who are referred to positions, whether actually known to have been engaged by the employer or not, are recorded as placed.

3. PLACEMENT OF SOLDIERS, SAILORS, AND MARINES.

After the signing of the armistice, the procuring of positions for discharged soldiers and sailors became one of the principal problems which the Superintendents of the Public Employment Offices had to solve. Fortunately, however, a large number of non-commercial employment agencies were organized for the express purpose of finding positions for ex-service men, among which agencies, those established by the American Legion were signally successful in this branch of work.

On January 22, 1919, the following order was passed by the Senate:

Ordered, That the Director of the Bureau of Statistics be requested to investigate as to what further legislation or appropriations may be necessary or advisable in order to render the employment offices under his direction adequate to co-operate with existing agencies in finding employment for returning soldiers and sailors, and to report his recommendations to the Senate as early as practicable.

In his reply, Mr. Gettemy, then Director of the Bureau of Statistics, reported, in part, as follows:

The order of the Senate requests information as to the need of further appropriations. If by this is meant a special appropriation solely for the purpose of effecting co-operation between the State Public Employment Offices and other existing agencies in the particular matter of finding

employment for soldiers and sailors and in addition to the regular appropriation for the maintenance of these offices for the current year which is now before the Legislature for consideration, none, so far as I can see, is necessary. In so stating, however, I by no means wish to imply that an appropriation may not properly and advantageously be made for use in connection with other funds in promoting the employment of soldiers and sailors by some organization created and equipped for this particular purpose and having no other functions to perform, and with which the State Employment Offices may be depended upon to continue to most cordially co-operate. Nor would I have it inferred that these State offices are fully equipped at the present time to meet the demands even of normal times to the maximum of their possibilities for usefulness and that there is not ample opportunity for broadening the scope of their activities and need of organizing them on a basis of more scientific, intensive service to employers and workers alike, with respect to which I have, indeed, called attention from time to time in my annual reports. This need, which is permanent and only incidentally connected with the existing situation, can be met at any time it is deemed wise and expedient by the Legislature to make adequate financial provision for it.

The General Appropriation Bill (Special Acts, 1919, Chapter 153), which was approved by the Governor on April 23, 1919, included an item of \$9,000 to provide for the present employment emergency and to assist returning soldiers and sailors in obtaining employment, to be expended in addition to the regular appropriation for the Public Employment Offices. Of the \$9,000 appropriated, the sum of \$2,533.23 was expended, during the fiscal year ending November 30, 1919, for the purpose indicated, leaving a balance at the end of the fiscal year of \$6,466.77. Of the amount (\$2,533.23) which was expended, \$1,372.54 was for the services of additional registrars in the three offices and of field agents who visited employers primarily for the purpose of inducing them to add ex-service men to their force wherever possible. In addition to the expenditures for salaries, the sum of \$1,160.69 was expended principally for advertising in the daily press, urging employers to give preference in employment to discharged soldiers, sailors, and marines. It is hoped that the balance of the appropriation will be made available for continuing the work of finding positions for ex-service men, large numbers of whom continue to apply for positions at the State offices and at other non-commercial offices in the State which are engaged in this branch of work.

4. CO-OPERATION WITH THE UNITED STATES EMPLOYMENT SERVICE.

In July, 1918, the United States Employment Service began to greatly increase its functions throughout the country in order to meet the war emergency then existing, and the Director of the Bureau of Statistics, Mr. Charles F. Gettemy, who was then in charge of the State Public Employment Offices, was commissioned by the United States Department of Labor as Associate Federal Director for Massachusetts of the United States Employment Service. The number of Federal offices in the State was rapidly increased until March, 1919, when the maximum number was 32.

From the beginning of the period of expansion of the United States Employment Service, arrangements were made for co-operation between the United States Service and the State Public Employment Offices, and this relationship was continued until April 7, 1919, when official relations with the Federal service were terminated and Mr. Gettemy resigned as Associate Federal Director of the United States Employment Service.

Because of the failure of Congress to make provision for a sufficient appropriation for the continuance of the large number of Federal offices which had been established throughout the country, it was found necessary to discontinue nearly all of the offices, except those toward which local civic organizations and philanthropic citizens contributed in large measure for their support. For the most part, the offices which were continued were those engaged in the placement of soldiers and sailors. They were granted the use of the franking privilege, and in a number of instances continued to use furniture which had been originally provided by the United States Employment Service.

In January, 1920, arrangements were again made for co-operation between the United States Employment Service and the Massachusetts Public Employment Offices. The agreement between the Director General of the United States Employment Service and the Commissioner of Labor of the Massachusetts Department of Labor and Industries, who, since

December 1, 1919, has administered the Public Employment Offices in this State, provides for the payment of salaries of two Federal employees attached to the United States Employment Service staff, who have been assigned to Massachusetts and who are working under the direction of the Commissioner of Labor in this State. One of these Federal employees is now stationed in Boston and has charge of the preparation of a certain number of clearance and other reports, which are sent to Washington, and is custodian of a large quantity of furniture which formerly was used in the Federal offices in Massachusetts. The other Federal employee is stationed at Springfield at the State Public Employment Office, and is engaged principally in field work, consisting of plant visitation for the purpose of acquainting employers in the western part of the State with the work of the Employment Service.

This plan of co-operation is proving very satisfactory and it is proposed, in the event of a further appropriation by Congress for the use of the United States Employment Service, to establish an effective interstate clearance system.

5. ORGANIZATION AND PERSONNEL.

In July, 1919, Mr. Charles F. Gettemy, who, as Director of the Bureau of Statistics, had administered the public employment offices for twelve years, and under whose direction they had been brought to a high standard of efficiency, resigned to accept a position as Assistant Federal Reserve Agent of the Boston Federal Reserve Bank. His successor, Mr. George A. Bacon, who served, *ad interim*, as Director of the Bureau of Statistics, until its functions were transferred, on December 1, 1919, to new departments created by the so-called "Consolidation Act" (General Acts, 1919, Chapter 350), was in charge of these offices. Section 69 of this Act provided, in part, that,

. . . All the rights, powers, duties and obligations . . . of the bureau of statistics, or the director thereof, with respect to collecting, arranging and publishing statistical information relative to the commercial and industrial condition of the people, and the productive industries of the commonwealth, usually designated as the statistics of labor and manufactures, and with respect to the establishment and maintenance of

public employment offices and with respect to all matters not otherwise provided for by this act, are hereby transferred to and shall hereafter be exercised and performed by the department of labor and industries, established by this act, which shall be the lawful successor . . . of said bureau of statistics, and the director thereof, with respect to the said rights, powers, duties and obligations. . . .

In accordance with the provisions above cited, the administration of the Public Employment Offices became one of the functions of the new Department of Labor and Industries, of which department General E. Leroy Sweetser was appointed the executive and administrative head. In organizing the department into divisions, as provided in Section 71 of the "Consolidation Act," General Sweetser assigned the administration of the Public Employment Offices to the Division of Statistics of which the undersigned was appointed the Director. At the request of Mr. Gettemy and Mr. Bacon, each of whom administered the Public Employment Offices during a portion of the calendar year 1919, this report has been prepared by the successor to certain of their former duties, and has been submitted to them for their approval.

ROSWELL F. PHELPS,

*Director, Division of Statistics,
Department of Labor and Industries.*

REPORTS OF THE SEVERAL OFFICES.

THE BOSTON OFFICE: 8 KNEELAND STREET.

G. HARRY DUNDERDALE, *Superintendent*.*Summary of Business from December 1, 1909, to December 31, 1919.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30								Dec. 1, 1916, to Dec. 31, 1917 ¹	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Total (10 Yrs., 1 Mo.)
	1909	1910	1911	1912	1913	1914	1915	1916				
Offers of positions, .	32,432	41,639	47,688	61,051	58,324	37,117	30,532	42,506	43,032	40,493	34,265	469,070
Positions reported filled.	13,034	15,478	15,806	19,554	20,971	15,724	14,491	19,120	18,747	18,125	16,885	187,935
Persons furnished employment.	8,327	9,262	10,112	12,216	12,981	9,148	8,416	10,774	10,971	11,743	10,235	114,185
Persons applied for by employers.	17,404	21,425	22,816	26,749	26,056	19,453	17,847	29,172	28,848	28,812	28,272	267,754

¹ Covering a period of 13 months.

The following are extracts from the annual report of the Superintendent of the Boston office:—

As was to be expected, the first year after the signing of the armistice brought a natural reaction after three previous years of intense activity in employment work, and the unsettled conditions arising from the readjustment of industry to a peace basis were consequently reflected in the work of this office. During the war period the question of obtaining help had been uppermost in the minds of manufacturers, especially those who had government contracts. The highways and byways, time and again, were thoroughly combed for men and women, youths and young girls, who could assist in turning out the tremendous production necessary for the conduct of the war.

Immediately after the signing of the armistice, contracts for government work were curtailed or cancelled, and the employers began a weeding-out process of the less desirable employees. The standing orders for help were cancelled, and soon a period of lull in employment work ensued, with spasmodic increases in business, particularly after the middle of January and during February.

Many employers, who during the war period had found it necessary to pay wages which they considered excessively high, after the signing of the armistice began to place orders offering lower wages than formerly in order to reduce their pay rolls; other employers, while not reducing wages, raised the standard of qualifications and insisted that only first-class skilled workmen be sent them. Furthermore, many concerns which had been operating their plants on an eight-hour shift basis increased the number of hours per shift, thereby reducing the hourly rates of wages

paid to their employees. Under these conditions the work of the registrars at the Boston office became very difficult, requiring the exercise of greater care than usual in the filling of employers' orders and of special tact in interviewing applicants for positions. The indignation of applicants at the reduced wages offered and increased hours of labor was frequently vented on the registrars, who were in no sense responsible for the less attractive positions offered.

Obviously, it is not the function of registrars of employment to regulate wages and hours and conditions of labor, which are matters of personal agreement between the employer and the applicant. The registrar, however, must secure all necessary information pertaining to positions offered in order that the applicant may know definitely the terms offered before he leaves the office to visit the employer.

In those cases where employers offer wages below the prevailing rate and there is a big demand for a particular class of help at a higher figure, it is the duty of the registrar to inform such employers that owing to the large demand for such help it may be impossible to fill their orders at the wages offered. Should they, nevertheless, insist upon placing their orders at the lower rates, their orders are entered and applicants are advised of the positions offered. Naturally, if the office is unable to supply employers with the help needed, they are inclined to complain of lack of attention, but after being further advised as to the condition of the labor market they usually change their offers to agree more nearly with the prevailing rates. This procedure as outlined above is one that should be sharply distinguished from officious intermeddling in the matter of regulating wages and hours and working conditions.

In January conditions in the labor market were in distinct contrast with those which had existed for a period of nearly three years. Previously there were "jobs wanting men," and any one who could aid in production was employed immediately at high wages. Now there were "men wanting jobs," but the wages offered in some instances were considerably lower than those previously paid. This caused much dissatisfaction among the applicants, who claimed that the cost of living had continued to rise and that the wages previously received were necessary in order that they might provide adequately for themselves and their dependents. Many times, during the early months of the year, the applicants would not accept the positions offered because they thought that if employers found they could not obtain employees at the wages offered, they would consent to pay the former rates.

The employers, although in need of men, were not willing to pay war rates if they could possibly avoid doing so, and offered wages that were but little higher than those paid prior to the war; later, when it became evident that employers would not pay the higher rates demanded, some of the applicants who had families dependent upon them accepted the positions offered them.

Manufacturers at this time became very particular about the class of

men they secured. In the skilled trades only those men who were best qualified were taken, and many employees who were not strictly qualified to perform the work they had done previously were obliged to accept helpers' positions, or to do other work which they might be able to do more acceptably.

The turnover of labor during the war period was at an abnormally high rate, and was due to the practice of many firms in bidding against each other in the matter of wages to secure the help required, and to the frequent changes in positions by wage-earners who were attracted by the opportunities for securing increases in wages.

While a large labor turnover in the many concerns hiring their employees through the Boston office results in more business for the office, it is not the purpose of the office to stimulate labor overturn, but rather to reduce it to a minimum by a careful selection of suitable persons to fill permanently the positions offered.

The records of the office for the year 1919 show a decrease in the number of positions offered, the number of positions reported filled, the number of persons furnished employment, and the number of persons applied for by employers when compared with corresponding data for the years 1916, 1917 and 1918. This falling off in business in 1919 may be in part explained by the fact that, when large numbers of people were thrown out of employment by the stoppage or curtailment of government work after the signing of the armistice, many of them went directly to the factories and other places of employment in order to find positions, instead of first making application at the employment offices, and employers no longer needed to send their representatives to an employment office, but kept them at the factories to interview the applicants for employment who came there unsolicited.

Although the decrease in the "number of persons wanted" by employers does not show as much of a decline as the number of orders for help, it shows that employers were in need of large numbers of employees, particularly of women and girls for factory work. During the last four months of the year the demand for women and girls was abnormally large, and there was scarcely a line of business employing women and girls from which there did not come insistent calls for more of these employees. Notwithstanding the fact that thousands of women and girls had been employed on war work which ended practically at the time of the signing of the armistice or shortly afterwards, there continued to be a shortage of this class of help. This was contrary to expectations, and many persons conversant with employment work were at a loss to determine how and in what industries these employees had been absorbed.

A comparison of the number of "positions reported filled" during the year with the corresponding number for 1917 and 1918 shows that there was a decrease in the latter year. This decrease was not due to any lack of zeal on the part of the office force, but rather to the difficulty encountered in finding positions for applicants during the reconstruction period.

During the year 5,374 individual employers patronized the office, showing an increase of 74 employers as compared with the number in 1918. The number of applications from employers outside of Massachusetts was 123, and these applications came from Maine, New Hampshire, Vermont, Rhode Island, Connecticut, New York, New Jersey, North Carolina, West Virginia, Florida, Michigan, Illinois, and Bermuda.

The total number of individual applicants for whom *one position only* was secured was 6,582, of whom 66 per cent, or 4,344, were native born, and 34 per cent, or 2,238, were foreign born. The total number of applicants for whom *more than one* position was secured was 3,653, of whom 57 per cent, or 2,082, were native born, and 43 per cent, or 1,571, were foreign born.

PLACEMENT OF SOLDIERS, SAILORS AND MARINES.

An appropriation having been granted for the purpose of securing employment for returned soldiers, sailors, and marines, advertisements were inserted in the papers from time to time calling attention to the fact that there were hundreds of ex-service men looking for work and requesting the employers to find positions for these men in their establishments. Field agents, whose duty it was to call upon employers primarily for the purpose of securing positions for the ex-service men, were also appointed, but they were authorized also to receive other orders for help. During the period while these agents were thus employed they visited 2,421 firms and secured 546 positions for employees (299 for males and 247 for females).

The following is the record of the work done by the Boston office in the placement of ex-service men during the year 1919.

1919	Number of Applicants	Referred to Positions	Number of Men Placed
January, ...	1,443	163	73
February, ...	1,222	110	25
March, ...	1,207	98	43
April, ...	942	129	50
May, ...	879	178	68
June, ...	782	276	87
July, ...	1,291	166	66
August, ...	1,499	161	62
September, ...	1,400	191	74
October, ...	1,736	301	131
November, ...	1,658	246	126
December, ...	1,782	301	141
	15,841	2,320	946

The small number of positions secured by service men, as compared with the number of men sent to places, shows what a difficult task it was to place many of them in permanent positions. The men would first visit the various agencies which had been established for the special purpose of finding positions for them, and if they were unable to secure a desirable position at these agencies, they would then visit the State office as a last resort.

When conversing with these men as to the position desired, some of them did not hesitate to say that they expected to secure a better position than that held by them before they entered the service, and that they considered themselves entitled to special consideration on account of their service to the country. This view was only natural, and, indeed, the men were to be commended for their desire to improve their status in industry. They failed, however, to bear in mind that although their war experience had given them a broader vision of life, yet such experience could not be applied in any practical way to the business of earning a livelihood.

Many of these men had seen active service and lived in the open for nearly two years, and a number of them who had taken an indoor position in good faith found the confinement intolerable, and felt that they must work out of doors or "suffocate," as some expressed it. In many instances they summarily left their places of employment without even informing their employers why they had done so, believing that it would be almost impossible to explain to the employers their seemingly abnormal state of mind. Consequently, these employers were disinclined to employ other ex-service men.

From time to time it was reported in the press that some employers had refused to re-employ men who left their employ to enter military or naval service. This may have been true in a few instances, but it was the experience at the Boston office that there was a ready response from employers when requested to hire returned service men, and that where one employer refused to do so, there were scores willing to employ them. In fact there were few firms in the city that did not employ at least one ex-service man.

THE SPRINGFIELD OFFICE: 47-49 WATER STREET.

CHESTER W. ALLEN, *Superintendent.**Summary of Business from December 1, 1909, to December 31, 1919.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30								Dec. 1, 1916, to Dec. 31, 1917	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Total
	1909	1910	1911	1912	1913	1914	1915	1916				
Offers of positions,	5,753	6,626	8,559	11,077	2,372	7,913	9,615	17,617	19,408	19,687	18,201	136,828
Positions reported filled.	3,166	3,675	4,310	5,392	6,325	4,685	6,106	10,999	12,344	12,576	12,287	81,865
Persons furnished employment.	1,929	2,085	2,300	2,819	2,965	2,032	2,528	4,264	4,324	5,187	4,438	34,871
Persons applied for by employers.	4,283	5,007	6,176	7,845	9,229	6,263	7,571	14,726	16,972	18,823	17,042	113,937

The Superintendent of the Springfield office reported as follows:—

The early part of the year 1919 was a period of transition from a war to a peace time basis. Most of the factories had been engaged in war production and it was necessary to replace their equipment. In many cases this meant a lay-off of many employees, and, generally, the elimination of overtime and wage bonuses. The high cost of living caused considerable unrest. Places also had to be found for the returning service men. As summer came there was plenty of work, in the late fall men became scarce in many lines, and during the closing months of the year the surplus supply of labor seemed to be exhausted.

The total number of individual employers who have applied for help since the office first opened September 4, 1907, is 12,991, of whom 3,242 have placed orders this year. Employers outside the state who have applied for help since the opening day number 801, of whom 189 have sought help this year. Of the 3,242 individual employers who have patronized the office this year, 2,011 have applied in former years, 101 of whom are non-residents of this State, and 1,231 used the office for the first time, 88 of whom did not reside in Massachusetts. The number of employers who placed orders for help for the first time during the year showed a gain of 34 per cent as compared with the corresponding number in 1918.

The total number of persons called for by employers during the year 1919 was 17,042 (10,605 males and 6,437 females) as compared with 18,823 (12,706 males and 6,117 females) during 1918. The total number of positions reported filled in 1919 was 12,287 (7,588 males and 4,699 females) as compared with 12,576 (8,229 males and 4,347 females) reported placed during the preceding twelve months.

There was more help called for in January, February, March and November and more positions reported filled in January, February,

April, May and June, 1919, than during the corresponding months of 1918. A greater percentage of the demand for help was supplied in 1919 than in 1918, 72 per cent having been supplied in 1919 as compared with 67 per cent in 1918.

The total number of individual applicants for work who secured employment in 1919 was 4,438 as compared with 5,187 in 1918. The number of male applicants for whom positions were secured was 3,455 as compared with 4,187 in 1918, while 983 females were placed in employment in 1919, or 17 less than in the previous year. Of the 3,455 males who secured employment, 2,412, or 70 per cent, were native born, and of the 983 females, 667, or 68 per cent, were native born.

In the skilled help department during the first eight months of the year the demand for men in the metal trades, first class all-round machinists, tool makers, and machine operators capable of reading blue prints was small, with plenty of men available for local work, although several opportunities for work outside the city would not be considered. Gradually, however, conditions began to change, and by November first class workmen became scarce and in December very few were seeking employment; but this was not true of ordinary machine operators having no knowledge of blue prints, of whom a plentiful supply was available throughout the year.

There seemed to be little activity in the building trades during the first few months of the year. In May the demand for carpenters and painters began to be felt, soon exhausting the available supply. Throughout the remainder of the year there was a position waiting for every first class man who applied.

Until April there was a shortage in men in the printing trades. Every capable man in this line could be placed at once, but the demand gradually fell off and from May on it was only normal. Office workers were plentiful at all times during the year. First class automobile repair men were called for throughout the year and at no time was the demand satisfied. There was a plentiful supply of men desiring positions as chauffeurs, but only a comparatively few positions were open.

Boys for office work were scarce during the year, as the pay offered, \$6 to \$10 a week, did not seem as attractive as that paid in the shops, where the weekly wages ranged from \$12 to \$21. After a boy passed his sixteenth birthday he could be easily placed in the shop at almost any time, but until he reached that age his chances of employment at good wages were not as great, because the field open to him was limited. As usual during the summer when the schools were closed boys were plentiful in all lines of work.

In the unskilled help department men for hotel and restaurant work were in good demand during the entire year, and, with the exception of cooks, the supply was adequate. There was an oversupply of laborers until August, when more work was undertaken, and then the demand increased until, in November, there was a shortage of men for heavy

outside work, which shortage increased during the ice-cutting season. Laborers for work in the shops were plentiful at all times, as were also general workers, who sought positions for short periods of time.

For several years past this office has been the supply centre for farm hands in this section of the State, and during the Spring, Summer and Fall special attention was given to the placement of agricultural labor. Throughout the year all-round farm hands, who could milk, were scarce, and during November and December the supply was exceedingly small. Farm laborers were plentiful during the summer and not as much difficulty was experienced this year in supplying help during the tobacco harvest as in former years. The farmers were willing to pay wages which attracted the men.

As in former years little advertising has been done and a larger amount should be set aside for this purpose. Publicity has been gained through the press by publishing monthly reviews of labor conditions and various news items.

Manufacturing plants in this vicinity have been visited and more cordial relations and closer contact established with employment departments in factories. More definite information has thus been furnished regarding the efficiency of this office, and many helpful suggestions for its improvement have been received.

The service of an additional female registrar of employment in the Women's Department could be used to advantage. The manufacturers and other employers of female labor should be visited in the special interest of the women workers. A closer relationship should be established with their employment departments, the managers of many of which are women. In most of the larger factories a woman has charge of hiring the female help. The number of women in industry is rapidly increasing and greater attention should be given to finding suitable employment for them.

PLACEMENT OF SOLDIERS AND SAILORS.

The activities of the office in its effort to place in permanent positions honorably discharged service men have continued during the year. While this work began soon after the signing of the armistice, only a few men applied prior to January, 1919. It seemed of utmost importance to have these men placed at work as soon as possible and the citizens of Springfield wished not only to welcome home fittingly its returned soldiers, sailors and marines, but also to assist in finding employment for them. The Mayor on January 14, 1919, appointed a Committee of One Hundred to care for this work, of which the Superintendent of the Springfield office was a member, and also a member of the sub-committee on employment. It developed, as this work of placing returned service men progressed, that there was considerable duplication, and it was thought advisable, therefore, to arrange for close co-operation among the several employment agencies. The Chamber of Commerce offered its services as a clearing house, to which the agencies were to report each day the names of the

men registered and placed. The agencies associated in this work were the State Public Employment Office, Young Men's Christian Association, Knights of Columbus, Veterans of the World War, and the Springfield Branch of the National Metal Trades Association. No fee was charged by any of these agencies. During the early part of the year complaints were received from employers that former service men either did not go to work after agreeing to do so or did not hold the position for any long period of time, but there were no complaints of this character during the later months of the year. On August 1, 1919, the superintendents of the various local employment agencies agreed that the services of the Chamber of Commerce as a clearing house were no longer needed, and it thereupon ceased to act in that capacity.

Throughout the year it has been especially gratifying to find that the employers, with very few exceptions, have been very ready and willing to employ returned service men. Not only have they taken back those men who left their employ to enter the service, but also have hired many others, in some cases even when the men were not really needed. Without their co-operation the task would indeed have been a very difficult one.

The following data relate to the activities of this office during the year in the placement of soldiers, sailors and marines.

1919.	Number Registered	Number Referred to Positions	Number Reported Placed
January, ...	289	217	65
February, ...	214	143	71
March, ...	139	100	56
April, ...	149	136	87
May, ...	144	180	116
June, ...	109	198	100
July, ...	113	183	98
August, ...	95	129	71
September, ...	156	193	115
October, ...	102	191	102
November, ...	53	159	91
December, ...	44	144	100
Totals, ...	1,607	1,973	1,072

Concerning the work in the Women's Department, Miss M. Wynne Wadsworth, Registrar of Employment, in charge, reported as follows:—

The year 1919 was full of surprises and many theories were found to be wrong. The over-supply of women workers that seemed likely during the first two or three months diminished quite rapidly in the early summer and by November there was a scarcity. Many people had thought that, with the closing of munition shops and the cancellation of government contracts in other factories, such a surplus of women workers would result that many would turn to general housework, but

on the contrary there was practically no surplus. Inquiries were frequently made as to what had become of the female munition workers. It was found that during the war many women, both married and unmarried, who could under ordinary conditions have remained at home, for patriotic or other reasons, sought employment in industry, especially in the government shops. When the emergency was over, many of these women returned to their homes, but an even larger number continued to hold their positions in the industrial establishments, among whom were many who had formerly been employed in domestic work. Consequently, the shortage in the supply of domestic help continued, and, although the wages offered were increased from time to time, the demand for such workers greatly exceeded the supply, and it was not possible even to secure an adequate number of day workers.

During the early months of the year it appeared that institution officials would have less difficulty in securing and retaining help than during the war period, so their budgets were prepared on the basis of payments of \$25 to \$30 per month for domestic workers, which rates did not prove attractive. Later in the year the hotels had so much difficulty in securing help that practically all increased their rates for chamber, bath, and kitchen help and even then the supply was inadequate. At the schools and college houses similar difficulty in securing domestic workers was experienced.

With reference to day workers the records show that positions could readily have been found for several times the number that were actually placed, and that of the 522 day workers who were sent to positions, 129 colored and 155 white workers were sent out five times or less and 54 colored and 55 white from six to ten times; in other words, nearly four hundred day workers were sent out less than eleven times each and secured thereby all the work they cared to do. The highest record of 64 times each was reached by two white women whose services, according to the employers' reports, were by no means unsatisfactory. In September the rates for day work were changed from 25 to 30 cents an hour with car fares and luncheon and 35 cents without luncheon, and had the rates not been raised it would have been impossible to fill more than fifty per cent of the orders. It was unfortunate that at a time when much new business was coming to the office it was impossible to fill all orders from employers, but the Springfield situation was not unlike that of other cities, in that there was an ever-increasing demand and a diminishing supply. Many white day workers were being employed in the shops, and the bright colored girls were finding positions in hotels, laundries, shops and on elevators.

It would be of assistance to the employment registrars were employers to list in some concise way the opportunities for employment of women in their establishments. If this were done, girls could be directed much more intelligently, for very few of them seem to have any definite vocational knowledge to guide them and usually select their work on the mere basis of compensation. At present they are hired a few at a time for one factory department or another with no knowledge of the plant as a whole or as to whether or not they are fitted for the particular position offered. In many instances they are listed in several different plants, and the result is that there is much needless changing of positions.

From September on, the demand for girls of 14 to 16 years for shops, while not emphasized by employers, was both steady and persistent. In many of the older shops where the increases in wages have been only moderate, young girls have been employed wherever possible. No girls need supervision as much as these, and it is fortunate that the Commonwealth through its continuation schools will soon be in a position to furnish such guidance.

During the year 1919 more clerical workers applied at the office than during any previous year, and although such applicants were given application blanks, only a small percentage of these blanks were filled out and returned. This was unfortunate because the office missed an opportunity to be of real service to a large group of workers who have had considerable difficulty in securing positions.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. WILDER, *Superintendent.**Summary of Business from September 15, 1913, to December 31, 1919.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Dec. 1, 1916, to Dec. 31, 1917	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Total
	1913 ¹	1914	1915	1916				
Offers of positions, . .	1,822	7,561	10,365	16,515	17,887	17,519	14,258	85,927
Positions reported filled,	552	3,176	5,150	8,398	9,681	9,034	8,443	44,434
Persons furnished employment.	479	2,152	3,156	4,137	4,282	4,489	3,422	22,117
Persons applied for by employers.	1,089	4,387	7,316	15,152	16,253	14,923	12,941	72,061

¹ Office open two and one-half months only in 1913.

The Superintendent of the Worcester office reported substantially as follows:—

The year 1919, as reflected in the records of the Worcester Public Employment Office, was one during which radical changes occurred in labor conditions. The month of January found industry in this section rapidly undergoing readjustment. As most of the plants had been engaged in the manufacture of war material, the number thrown out of employment was large, and to this force was added the discharged soldiers and sailors. This office was flooded with applicants and any kind of work was acceptable, and, although the placements compared very favorably in number with those of the corresponding month of the previous year, they were mostly of the short job variety. The mild weather made ice-cutting jobs scarce, and there was very little to offer the large number seeking employment. No marked change in this condition was noted until early spring, when an improvement in the demand for labor became quite evident; by early fall there was a real shortage of workers in most lines, and the year ended with a great many more orders for help listed than could be filled.

The files of this office show that 2,841 individual employers applied for help, which is an increase of 90 over 1918. Of this number, 1,680 were old patrons of the office, and 1,161 applied during the year for the first time. There were 41 calls from out of the State. It is worthy of note that there was a gain of 69 in the number of employers making application for the first time over the number recorded during 1918.

A total of 3,422 individual applicants secured positions through the office during the year, of whom 2,448 were males and 974 females. Of the males, 1,970 secured one position and 478 more than one; 1,447 were native born and 1,001 foreign born; 1,662 were single and 786 married.

Of the females, 566 secured one position and 408 more than one; 420 were native born and 554 foreign born; 478 were single and 496 married.

In the men's skilled department the demand for tool makers, machinists, and machine specialists was very small at the beginning of the year in comparison with the large number of these men applying. In this district, where a large number of establishments are engaged in the manufacture of machine tools, the change from a war to a peace basis was necessarily a slow one, and the molders' strike, which began in May and continued for several months, no doubt had a tendency to limit production in the machine shops, so that not until early Fall was there a good demand for these workmen. In the meantime the former employees were being reinstated. When the demand finally came there were few applicants listed at the office to meet it, and the number did not materially increase during the remainder of the year.

The textile industry in the Worcester district was quick to recover from the depression which followed the signing of the armistice, but the demand for mill help during the early Spring was much lighter than during the corresponding period in 1918. It had been the practice in former years for representatives from the woolen mills to visit this office two or three times a week during the busy season to hire help, but very few of these men came in during the past year. The excessive turnover, which had always been a troublesome factor in this industry, appears to have become a thing of the past, and the principal demand during the year was for weavers and spinners.

This office usually does a brisk business in supplying engineers and firemen for the different plants in this city and vicinity, and during the past year a great many such placements were made. An endeavor was made to keep an active list of these men, but it was found more satisfactory, especially when the applicant had no telephone, to have him call from day to day until an opening occurred for which he was qualified, when he was referred to the position. This insured quick service and gave the registrar a better opportunity to determine the qualifications of the applicant.

The outlook for common laborers at the beginning of the year was anything but encouraging. While the great rush for production during the war continued, these laborers were able to join the skilled forces in the factories at big pay, but after the signing of the armistice they were not only forced to seek their former work at comparatively small wages but also to compete with mechanics and other workmen. Very little employment of any kind was to be had. On a job of constructing a dam, this office placed, in addition to men who usually do that work, machinists, one engineer and even former office clerks. The wages offered laborers were then from 35 cents to 40 cents per hour. Conditions improved very slowly and it was not until August, when the building boom was in full swing, that the common laborer came into his own. From then on until the end of the year there was a great demand for these men, and wages were forced up until rates as high as 65 cents per hour were paid on several

jobs, with 55 cents as a fair average. In the late fall so acute had become the shortage of common laborers in Worcester and vicinity that in the letting of a large housing contract in this city it was expressly stipulated that the laborers must be brought in from other districts.

The managers of hotels and restaurants experienced no great difficulty in securing sufficient male help for their needs. It is true this class of workers will seldom retain a position for any great length of time, but there are usually others waiting to take their places. At the State institutions, where there was a surplus of applicants at the beginning of the year, it was then the rule to employ only discharged soldiers and sailors, but in December difficulty was experienced in maintaining a full force. In these institutions, also, the employees are more or less of the "floater type," and it was not at all surprising, because the wages paid were entirely too small to attract anyone looking for a permanent position. Farm hands were plentiful when the season opened and good all-round men were available at \$40 a month, with board, but during the Summer, when activity in the factories had increased, \$50 a month, with board, was the usual wage offered and applicants were scarce. In the Fall when building operations were started, with big pay for the outside laborer, it was difficult to secure dependable farm hands.

Notwithstanding the fact that a bureau was established and maintained by the manufacturers and merchants of this city for the sole purpose of finding employment for discharged soldiers and sailors, and that later the Knights of Columbus opened a similar office, the State office continued to do a large share of this work. During the year 700 of these men registered at the office for the first time; 1,088 were referred to positions and 403 were reported placed. During the latter part of the year an extra clerk (an ex-service man) was employed in the office for this purpose. Of the war veterans in this district who are still unemployed, some have already been referred to positions and others are applying for the first time. A few of these applicants will accept only temporary positions. A number of men who had been wounded had not been placed in positions at the close of the year, but further efforts will be made to secure suitable employment for them.

In the women's department some good openings for stenographers occurred during the year and in most cases these positions were filled satisfactorily. Many applications were filled by persons seeking clerical positions, but the placement of these applicants was somewhat more difficult because there was little demand for persons inexperienced in type-writing or in some branch of office work. A large number of positions were open in a manufacturing concern located a short distance from the city, but a majority of the applicants for positions were unwilling to leave the city, although special inducements were offered them. Employment in textile industries has failed to attract many female applicants, mainly because of their inexperience in such work. Many new lines of employment have become open to women during the past year, and at those factories where a variety of work was being done there was a continuous

demand for help. As the starting rates paid were about the same at the various establishments, the applicants selected a position largely with a view to eliminating car fares, which had become quite an item of expenditure. The demand for stitchers increased rapidly and many new factories, in which power machine operators were employed, were established. In the corset factories positions were offered to persons desiring to learn this sort of work, and a large number of the stitchers in this city received their early training in these factories. Many applicants consider machine work difficult to master and for this reason prefer other lines of work. During the war many girls and women served very acceptably as press hands and in some factories they were retained, but usually they were replaced by ex-service men. The greatest problem with reference to factory workers has been the readjustment of wages, and many of the employees who had been paid high wages during the war period were unwilling to work for less money than they had been receiving. Positions in factories outside of the city were offered, but with poor results, although display advertising was used to a large extent in soliciting applicants.

The number of housemaids seeking positions has steadily decreased. Worcester housewives have not generally adopted the plan of paying maids by the hour or day without furnishing board and room, nor has this plan appealed to any large number of domestics. Managers of hotels and institutions also have experienced much difficulty in securing the domestic help required, partly because they have not increased wages to the extent that other employers have done, and also because employees desire weekly payments for their services, whereas the managers are accustomed to make payments monthly.

A large number of girls were placed as waitresses in summer hotels, but the number of applicants was wholly inadequate to meet the demand. Owing to the dearth of housemaids there was an extraordinary call for day workers. Early in the year many applied at the office daily and were readily placed, but during the summer months the demand for them increased and a shortage resulted, and on the approach of Winter the scarcity was even more evident.

With such a demand for their services these workers were able to command almost double the wages received two years earlier. By a personal investigation of a small number of cases it was found that prohibition had resulted in decreasing the number of persons seeking positions as day workers. Money formerly spent for liquor has been used in maintaining the family, rendering it unnecessary for the mother to go out to work. High wages paid other members of the family have also been a factor in reducing the number of women seeking day work.

STATISTICAL TABLES

STATISTICAL TABLES.

TABLE I. — *Summary of Business of All Offices from December 1, 1909, to December 31, 1919.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30								Dec. 1, 1916, to Dec. 31, 1917 ³	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Total
	1909	1910	1911	1912	1913 ¹	1914 ²	1915 ²	1916 ²				
Officers of positions,	41,540	51,082	58,172	74,089	74,113	53,858	51,580	78,157	80,734	77,699	66,724	707,748
Positions reported filled.	17,741	20,574	21,158	26,587	29,117	24,710	26,689	39,865	41,155	39,735	37,615	324,946
Persons furnished employment.	11,166	12,292	13,205	15,711	16,835	13,644	14,304	19,413	19,577	21,419	18,095	175,661
Persons applied for by employers.	23,817	28,354	30,632	36,834	39,230	31,565	33,906	60,782	62,541	62,558	58,255	468,474

¹ The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one-half months for the Worcester office.

² The figures for 1914, 1915, and 1916 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office.

³ The figures for 1917 are for 13 months for the Boston, Springfield and Worcester offices and four months for the Fall River office, this office having been discontinued March 31, 1917.

TABLE II. — *Summary of Business of the Boston Office during the Year ending December 31, 1919, with Comparative Data for 1918.*

CLASSIFICATION.	1919			1918	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1918)	
Applications from Employers, ...	—	—	21,369	22,793	—6.25
Individual Employers who Applied for Help.	—	—	5,374	5,300	+1.40
Persons Applied for by Employers, ...	15,906	12,366	28,272	28,812	—1.87
Offers of Positions, ...	19,251	15,014	34,265	40,493	—15.38
Positions Reported Filled, ...	8,348	8,537	16,885	18,125	—6.84
Individuals for whom one Position only was secured.	5,524	1,058	6,582	9,545	—31.04
Individuals for whom more than one Position was secured.	2,394	1,259	3,653	2,198	+66.20
Total for whom Positions were secured, ...	7,918	2,317	10,235	11,743	—12.84

TABLE III. — *Summary of Business of the Springfield Office during the Year ending December 31, 1919, with Comparative Data for 1918.*

CLASSIFICATION.	1919			1918	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1918)	
Applications from Employers, . . .	—	—	12,333	11,265	+9.48
Individual Employers who Applied for Help.	—	—	3,242	2,687	+20.66
Persons Applied for by Employers, * .	10,605	6,437	17,042	18,823	—9.46
Offers of Positions, ...	12,231	5,970	18,201	19,687	—7.55
Positions Reported Filled, ...	7,588	4,699	12,287	12,576	—2.30
Individuals for whom one Position only was secured.	2,454	470	2,924	3,813	—23.31
Individuals for whom more than one Position was secured.	1,001	513	1,514	1,374	+10.19
Total for whom Positions were secured, .	3,455	983	4,438	5,187	—14.44

TABLE IV. — *Summary of Business of the Worcester Office during the Year ending December 31, 1919, with Comparative Data for 1918.*

CLASSIFICATION.	1919			1918	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1918)	
Applications from Employers, . . .	—	—	9,731	10,754	—9.51
Individual Employers who Applied for Help.	—	—	2,841	2,751	+3.27
Persons Applied for by Employers, . .	6,555	6,386	12,941	14,923	—13.27
Offers of Positions, ...	8,378	5,880	14,258	17,519	—18.63
Positions Reported Filled, ...	3,656	4,787	8,443	9,034	—6.54
Individuals for whom one Position only was secured.	1,970	566	2,536	3,568	—28.92
Individuals for whom more than one Position was secured.	478	408	886	921	—3.80
Total for whom Positions were secured, .	2,448	974	3,422	4,489	—23.77

TABLE V. — *Comparative Summary of Business of Each*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
1	Boston:		
2	Males, ...	302	—
3	Females, ...	302	—
4	Total, ...	302	21,369
5	Springfield:		
6	Males, ...	303	—
7	Females, ...	303	—
8	Total, ...	303	12,333
9	Worcester:		
10	Males, ...	303	—
11	Females, ...	303	—
12	Total, ...	303	9,731
	Consolidated Totals for Three Offices:		
	Males, ...	—	—
	Females, ...	—	—
	Total, ...	—	43,433

TABLE VI. — *Summary by Months of Business of the*

	MONTHS.	Working Days	Number of Applications from Employers
1	January, ...	26	3,400
2	February, ...	23	2,680
3	March, ...	26	2,967
4	April, ...	25	3,420
5	May, ...	26	3,993
6	June, ...	25 ¹	4,103
7	July, ...	26	3,534
8	August, ...	26	3,230
9	September, ...	25	4,578
10	October, ...	26	4,540
11	November, ...	23	3,553
12	December, ...	26	3,435
13	Totals, ...	302	43,433

¹ The Boston office was open 24 days in June.

Office during the Year ending December 31, 1919.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
15,906	52.67	19,251	63.74	8,348	27.64	52.48	1
12,366	40.95	15,014	49.72	8,537	28.27	69.04	2
28,272	93.62	34,265	113.46	16,885	55.91	59.72	3
10,605	35.00	12,231	40.37	7,588	25.04	71.55	4
6,437	21.24	5,970	19.70	4,699	15.51	73.00	5
17,042	56.24	18,201	60.07	12,287	40.55	72.10	6
6,555	21.63	8,378	27.65	3,656	12.07	55.77	7
6,386	21.08	5,880	19.41	4,787	15.80	74.96	8
12,941	42.71	14,258	47.06	8,443	27.87	65.24	9
33,066	109.30	39,860	131.76	19,592	64.75	59.25	10
25,189	83.27	26,864	88.83	18,023	59.58	71.55	11
58,255	192.57	66,724	220.59	37,615	124.33	64.57	12

Three Offices during the Year ending December 31, 1919.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
4,485	172.50	5,654	217.46	2,981	114.65	66.47	1
3,474	151.04	4,340	188.70	2,386	103.74	68.68	2
3,536	136.00	4,365	167.88	2,503	96.27	70.79	3
4,289	171.56	4,896	195.84	2,815	112.60	65.63	4
5,197	199.88	6,007	231.04	3,544	136.31	68.19	5
5,627	229.77	6,654	271.86	3,701	150.77	65.77	6
4,758	183.00	5,934	228.23	3,537	136.04	74.34	7
4,351	167.35	4,893	188.19	2,887	111.04	66.35	8
6,058	242.32	6,204	248.16	3,273	130.92	54.03	9
6,313	242.81	6,590	253.46	3,623	139.35	57.38	10
5,111	222.22	5,444	236.70	3,064	133.22	59.95	11
5,056	194.46	5,743	220.88	3,301	126.96	65.29	12
58,255	192.57	66,724	220.59	37,615	124.33	64.57	13

TABLE VII. — *Classification, by Occupations, of "Persons Called*

INDUSTRIES AND OCCUPATIONS.		BOSTON	
		Persons Called for	Positions Filled
56	Metals and Machinery:	1,268	703
57	Auto mechanics and garage workers,	114	38
58	Blacksmiths and boilermakers,	40	11
59	Machinists, tool and die makers,	228	119
60	Machine hands and specialists,	323	142
61	Millwrights,	31	22
62	Molders and core makers,	14	3
63	Polishers, buffers, platers, etc.,	45	17
64	Welders and cutters,	3	3
65	Helpers and handy men, all trades,	153	112
66	Others,	317	236
67	Paper and Printing:	1,097	430
68	Paper and pulp mill workers,	22	9
69	Paper-box and bag workers,	77	46
70	Printers and pressmen,	350	116
71	Feeders and bindery workers,	489	174
72	Others,	159	85
73	Shipbuilding:	2,300	985
74	Riveters, chippers, calkers and reamers,	208	147
75	Ship fitters,	1	7
76	Ship carpenters,	4	3
77	Shipbuilding laborers,	1,516	543
78	Other distinct occupations,	571	285
79	Theatres and Amusements,	93	32
80	Transportation and Public Utilities:	290	109
81	Chauffeurs and auto-truck drivers,	95	43
82	Teamsters, stablemen and deliverymen,	166	60
83	Telephone and telegraph workers,	2	—
84	Track workers,	—	—
85	Trainmen, dispatchers, enginemen, etc.,	—	—
86	Others,	27	6
87	Wholesale and Retail Trade:	591	270
88	Sales people,	201	55
89	Shipping and stock clerks, packers, etc.,	313	177
90	Others,	77	38
91	Woodworking and Furniture:	275	134
92	Cabinet makers and furniture finishers,	47	13
93	Machine woodworkers,	40	13
94	Others,	188	108
95	Miscellaneous:	2,985	1,573
96	Apprentices, all trades,	205	113
97	Boys and girls (not otherwise classified),	1,484	852
98	Elevator operators,	282	104
99	Engineers,	211	109
100	Firemen and oilers,	425	258
101	Pattern makers,	—	—
102	Watchmen, janitors, guards, etc.,	375	136
103	Others,	3	1
Totals,		28,272	16,885

for" and "Positions Filled" at Each Office, etc. — Concluded.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
1,694	976	1,797	906	4,759	2,585	56
85	43	12	6	211	87	57
48	15	27	10	115	36	58
206	123	177	71	611	313	59
794	450	537	219	1,654	811	60
66	42	32	12	129	76	61
12	5	15	4	41	12	62
69	46	36	12	150	75	63
11	2	9	4	23	9	64
317	202	17	3	487	317	65
86	48	935	565	1,338	849	66
143	47	43	21	1,283	498	67
8	5	—	—	30	14	68
5	1	7	2	89	49	69
44	11	10	4	404	131	70
40	13	20	13	549	200	71
46	17	6	2	211	104	72
244	91	32	23	2,576	1,099	73
51	22	3	3	262	172	74
3	5	3	2	7	14	75
1	—	—	—	5	3	76
1	1	8	4	1,525	548	77
188	63	18	14	777	362	78
72	43	—	—	165	75	79
258	161	223	92	771	362	80
80	46	33	13	208	102	81
86	42	141	66	393	168	82
—	—	—	—	2	—	83
64	55	35	12	99	67	84
4	1	2	—	6	1	85
24	17	12	1	63	24	86
231	97	122	40	944	407	87
98	39	58	5	357	99	88
88	30	48	22	449	229	89
45	28	16	13	138	79	90
54	9	65	29	394	172	91
22	4	9	2	78	19	92
19	2	23	4	82	19	93
13	3	33	23	234	134	94
327	149	458	196	3,770	1,918	95
24	14	4	1	233	128	96
118	46	94	26	1,696	924	97
29	10	16	2	327	116	98
42	20	57	18	310	147	99
42	20	162	94	629	372	100
—	—	—	—	—	—	101
71	38	121	55	567	229	102
1	1	4	—	8	2	103
17,042	12,287	12,941	8,443	58,255	37,615	

TABLE VII. — *Classification, by Occupations, of "Persons Called*

	INDUSTRIES AND OCCUPATIONS.	BOSTON	
		Persons Called for	Positions Filled
56	Metals and Machinery:	1,268	703
57	Auto mechanics and garage workers,	114	38
58	Blacksmiths and boilermakers,	40	11
59	Machinists, tool and die makers,	228	119
60	Machine hands and specialists,	323	142
61	Millwrights,	31	2
62	Molders and core makers,	14	3
63	Polishers, buffers, platers, etc.,	45	17
64	Welders and cutters,	3	3
65	Helpers and handy men, all trades,	153	112
66	Others,	317	236
67	Paper and Printing:	1,097	430
68	Paper and pulp mill workers,	22	9
69	Paper-box and bag workers,	77	46
70	Printers and pressmen,	350	116
71	Feeders and bindery workers,	489	174
72	Others,	159	85
73	Shipbuilding:	2,300	985
74	Riveters, chippers, calkers and reamers,	208	147
75	Ship fitters,	1	7
76	Ship carpenters,	4	3
77	Shipbuilding laborers,	1,516	543
78	Other distinct occupations,	571	285
79	Theatres and Amusements,	93	32
80	Transportation and Public Utilities:	290	109
81	Chauffeurs and auto-truck drivers,	95	43
82	Teamsters, stablemen and deliverymen,	166	60
83	Telephone and telegraph workers,	2	-
84	Track workers,	-	-
85	Trainmen, dispatchers, enginemen, etc.,	-	-
86	Others,	27	6
87	Wholesale and Retail Trade:	591	270
88	Sales people,	201	55
89	Shipping and stock clerks, packers, etc.,	313	177
90	Others,	77	38
91	Woodworking and Furniture:	275	134
92	Cabinet makers and furniture finishers,	47	13
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98	Elevator operators,	282	104
99	Engineers,	211	109
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101	Pattern makers,	-	-
102	Watchmen, janitors, guards, etc.,	375	136
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	Totals,	28,272	16,885

for” and “Positions Filled” at Each Office, etc. — Concluded.

SPRINGFIELD		WORCESTER		TOTALS		
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86	48	935	565	1,338	849	66
143	47	43	21	1,283	498	67
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40	13	20	13	549	200	71
46	17	6	2	211	104	72
244	91	32	23	2,576	1,099	73
51	22	3	3	262	172	74
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188	63	18	14	777	362	78
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22	4	9	2	78	19	92
19	2	23	4	82	19	93
13	3	33	23	234	134	94
327	149	458	196	3,770	1,918	95
24	14	4	1	233	128	96
118	46	94	26	1,696	924	97
29	10	16	2	327	116	98
42	20	57	18	310	147	99
42	20	162	94	629	372	100
—	—	—	—	—	—	101
71	38	121	55	567	229	102
1	1	4	—	8	2	103
17,042	12,287	12,941	8,443	58,255	37,615	

TABLE VIII. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" at Each Office during the Year ending December 31, 1919, with Comparative Data for 1918.*

MONTHS.	PERSONS CALLED FOR						POSITIONS REPORTED FILLED					
	BOSTON		SPRING-FIELD		WORCES-TER		BOSTON		SPRING-FIELD		WORCES-TER	
	1918	1919	1918	1919	1918	1919	1918	1919	1918	1919	1918	1919
January, .	57	87	39	50	32	36	44	56	26	31	20	28
February, .	62	72	27	47	38	31	45	47	22	30	22	26
March, .	90	66	46	40	52	31	57	44	31	30	28	22
April, .	102	85	49	48	61	38	65	49	34	37	30	27
May, .	127	98	60	58	58	44	75	62	39	44	32	31
June, .	107	117	73	68	50	45	73	68	42	52	31	30
July, .	100	83	81	58	52	42	59	64	49	42	27	30
August, .	104	71	80	52	61	44	61	47	50	39	35	26
September, .	113	122	76	66	52	54	55	53	52	48	33	30
October, .	92	122	80	64	45	57	63	64	52	45	31	31
November, .	95	105	67	71	45	46	60	56	51	50	35	28
December, .	95	98	64	53	43	43	62	61	49	40	31	26
Averages, .	95	94	62	56	49	43	60	56	42	41	30	28

TABLE IX. — *Expenditures on Account of Maintenance of the Three State Employment Offices during the Fiscal Year ending November 30, 1919.*

	Boston	Springfield	Worcester	Total
Printing annual report, ...	\$63.73	\$31.86	\$31.86	\$127.45
Job printing, ...	395.19	137.71	90.84	623.74
Postage stamps, ...	96.46	54.54	49.00	200.00
Stamped envelopes, ...	13.15	13.59	—	26.74
Stationery and supplies, ...	80.17	67.79	46.58	194.54
Machine supplies and repairs, ...	33.30	8.50	8.40	50.20
Rent, ...	4,200.00	1,780.00	1,200.00	7,180.00
Lighting, ...	326.16	39.38	43.32	408.86
Telephone and telegraph, ...	961.44	294.58	190.05	1,446.07
Advertising, ...	108.00	76.76	57.81	242.57
Cleaning materials, ...	25.01	6.20	40.37	71.58
Expressage and teaming, ...	4.59	2.82	2.85	10.26
Travel, ...	—	42.13	37.47	79.60
All other, ...	253.78	78.48	50.01	382.27
Salaries, including janitor service, ...	18,092.83	8,995.69	5,602.65	32,691.17
Total, ...	\$24,653.81	\$11,630.03	\$7,451.21	\$43,735.05
Balance unexpended, ...				1,564.95
Appropriation, ...				\$45,300.00

The Commonwealth of Massachusetts

ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE

YEAR ENDING DECEMBER 31, 1920

DEPARTMENT OF LABOR AND INDUSTRIES



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ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

To the General Court.

The Fourteenth Annual Report on Public Employment Offices is respectfully submitted herewith. This report covers the activities of the three State offices and the cost of their maintenance during the year 1920, and data for prior years are presented for purposes of comparison. The results of two special inquiries made by the Department at the close of the year, and having a direct bearing on the employment problem in Massachusetts, are presented as appendices to the report.

E. LEROY SWEETSER,
Commissioner of Labor and Industries.

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REPORT OF THE DIRECTOR OF PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

To the Commissioner of Labor and Industries.

This report covers the operations, during the calendar year 1920, of the three State Public Employment Offices maintained by the Commonwealth in Boston, Springfield, and Worcester.

The Boston office was opened December 3, 1906, at its present location, 8 Kneeland Street, and has been continuously operated for a period of over 14 years. The Springfield office, which was opened September 4, 1907, on Bridge Street, was later removed to its present location on the corner of Water and Worthington streets and has been in operation for over thirteen years. An office was opened in Fall River on October 1, 1907, and was operated until March 31, 1917, when it was closed because the patronage did not justify its continued maintenance. The Worcester office was opened September 15, 1913 at its present location, 48 Green Street, and has been continuously operated for over seven years.

The aggregate number of positions reported filled by these offices (including the Fall River office) during the entire period of their operation up to December 1, 1920, was 391,029, the total cost of their maintenance and equipment amounted to \$433,085.73, and the per capita cost of placements was \$1.11. The figures by years are as follows:—

FISCAL YEARS ENDING NOVEMBER 30.	Number of Positions Filled	Cost of Maintenance and Equip- ment	Per Capita Cost of Place- ments	FISCAL YEARS ENDING NOVEMBER 30.	Number of Positions Filled	Cost of Maintenance and Equip- ment	Per Capita Cost of Place- ments
1907, . .	15,510	\$24,555 59	\$1 58	1915, ² . .	26,689	\$33,420 51	\$1 25
1908, . .	14,955	20,604 40	1 38	1916, ² . .	39,865	35,987 52	90
1909, . .	17,741	19,793 81	1 12	1917, ³ . .	38,763	36,374 28	94
1910, . .	20,574	19,837 40	96	1918, . .	38,540	38,421 86	1 00
1911, . .	21,158	21,940 46	1 04	1919, . .	37,901	43,735 05	1 15
1912, . .	26,587	23,998 27	90	1920, . .	38,919	52,558 11	1 35
1913, ¹ . .	29,117	27,956 79	96				
1914, ² . .	24,710	33,901 68	1 37	Totals, .	391,029	\$433,085 73	\$1 11

¹ Eleven months for the Fall River office (closed during August) and two and one-half months for the Worcester office (opened September 15, 1913).

² Eleven months for the Fall River office, this office having been closed during August.

³ Four months for the Fall River office, this office having been discontinued March 31, 1917.

1. THE LABOR MARKET IN 1920.

The year 1920 was marked by rather unexpected changes in industrial conditions in Massachusetts, as elsewhere throughout the country, and no single general statement would properly describe the fluctuations in the demand for labor during the several seasons of the year. For this reason the more marked changes as they occurred during the year are briefly discussed in the following paragraphs.

The great demand for labor, both skilled and unskilled, which was observed during the later months of the previous year in all of the principal industries and trades except the building trades, continued during the early months of 1920, notwithstanding the fact that the prevailing rates of wages were even higher than those paid during the war period. Strikes, principally for further increases in rates of wages, increased in number and the industrial unrest manifest during the first quarter of the year, when there were 130 labor disputes (strikes and lockouts), involving 24,708 employees, became even more pronounced during the second quarter when there were 159 labor disputes, involving 47,907 employees. Toward the close of June there was a sudden curtailment in the production of boots and shoes and of textiles, particularly woolen and worsted goods. Owing to very unseasonable weather and a marked disposition on the part of consumers to restrict their purchases of wearing apparel, there was an accumulation in the market of goods which had been manufactured for the Spring and Summer trade, but for which there was not a ready sale. Under these circumstances, merchants found it necessary to dispose of their surplus stocks at considerably reduced prices, and in many instances cancelled their orders for future deliveries. Because of lack of orders, cancellations, and attendant causes, many of the establishments producing these goods were operated on a short-time basis or were closed down altogether for a limited period, thus throwing large numbers of operatives out of employment. The supply of farm labor, which for several years had been greatly depleted as a result of the payment of more attractive wages in other industries, became more adequate when many of those who had been thrown out of employment

in manufacturing establishments sought employment on the farms.

In August there was a resumption of activity in some of the large boot and shoe factories and textile mills which since June had been operated at much less than normal capacity, but the renewed activity continued for only a short period and at the close of September reports showed that conditions were even less satisfactory than at the close of June. The curtailment of production was, however, confined largely to the two principal industries (boot and shoe and textile manufacturing) and except for the effect of reduced earnings on the purchasing power of wage-earners in certain of the manufacturing centers, other industries were, as yet, not seriously affected. Because of a sudden fall in prices of many articles of wearing apparel, garment manufacturers found it advisable to greatly curtail production, and a large number of garment workers, particularly in the city of Boston, were thrown out of employment.

The industrial depression already evident at the close of September became even more marked as the year drew to a close. Further curtailments were noted in the production of textiles and boots and shoes, and other industries and trades were being affected. The metal trades, which had not been seriously affected by curtailments in other industries upon which they are in large measure dependent began to feel the depression, and, at the close of December, large numbers of metal tradesmen were reported as unemployed, and many of the plants were being operated on part-time schedules. Activity in the building trades was to a large extent confined to alterations, repair work, and small projects and the number of building tradesmen unemployed was far in excess of even the large number usually reported as unemployed during the winter season.

During the last six months of the year the number of labor disputes was comparatively small, only 95, involving 9,575 employees, having been reported as compared with 289, involving 72,615 employees, during the first six months of the year. Presumably this marked reduction in the number and importance of strikes was due to the fact that during the period of industrial depression which prevailed during a considerable part of

the second half of the year, employees were not generally disposed to demand increases in wages, or improved conditions of employment, or even to resist the reductions in wages which were being announced, especially at a time when such large numbers of wage-earners were unemployed.

2. WORK OF THE LOCAL OFFICES.

Statistical reports of the business transacted at the local offices are made out at the close of each day and forwarded to the administrative office at the State House where they are carefully examined and tabulated upon a uniform basis. In the following table the principal data relative to the offices, considered as a group, are presented for the year 1920, with corresponding data for 1919. Information with reference to the work of the several offices appears in the reports of the respective superintendents in charge and in the detailed statistical tables at the end of this report.

Consolidated Summary of Business of the Three State Offices during the Year ending December 31, 1920, with Comparable Data for 1919.

CLASSIFICATION.	1920			1919	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1919)	
Applications from <i>Employers</i> , . . .	-1	-1	41,860	43,433	-3.6
<i>Individual Employers</i> who Applied for Help.	-1	-1	11,148	11,457	-2.7
<i>Persons Applied for</i> by Employers, . .	36,991	21,584	58,575	58,255	+0.5
<i>Positions offered</i> Applicants, . . .	43,201	22,731	65,932	66,724	-1.2
Positions Reported Filled, . . .	22,098	15,422	37,520	37,615	-0.3
Individuals for whom <i>one Position only</i> was secured.	11,027	3,130	14,157	12,042	+17.6
Individuals for whom <i>more than one Position</i> was secured.	2,623	1,824	4,447	6,053	-26.5
Total for whom Positions were secured,	13,650	4,954	18,604	18,095	+2.8

¹ Not separately classified by sex.

The real test of the efficiency of an employment office is its success in securing positions for those who are unemployed and

in assisting employers to secure help. In recording the number of positions filled at each office, those only are included regarding which a definite report has been received from the employer or the employee stating that the position has been filled by an applicant sent from the office. Effort is made to impress upon both parties the importance of notifying the office as to whether or not the applicant has been engaged, but occasionally the facts are not reported, and consequently the number of placements made is somewhat greater than the number actually recorded.

The total number of positions reported filled at the three State offices during the year was 37,520, as compared with 37,615 filled during the year 1919, showing only a very slight decrease, notwithstanding the fact that during the latter part of the year 1920, there was a marked falling off in the demand for labor because of the industrial depression then prevailing.

The total number of individuals for whom positions were found during the year was 18,604, for 14,157 of whom *one position only* was secured and for 4,447 of whom *more than one position* was secured. The number of individuals for whom more than one position was secured in 1920 was less by 26.5 per cent than the corresponding number in 1919. This decrease in the number of "repeaters" was due primarily to the endeavor on the part of the registrars to place as large a number of individual applicants as possible during recent months when there was a large labor surplus.

During the year 1920 the total number of applications for help received from employers was 41,798 as compared with 43,433 applications during the previous year, showing a decrease of 3.6. The number of individual employers who applied for help decreased from 11,457 in 1919 to 11,148 in 1920, or 2.7 per cent, but the number of persons applied for increased from 58,255 to 58,575, or 0.5 per cent. Of the 58,575 persons applied for by employers in 1920, 37,520, or 64.1 per cent were supplied by the offices.

3. COST OF OPERATION.

The following summary table shows, for the fiscal year ending November 30, 1920, the expenditures on account of the three public employment offices, the number of "placements"

(positions furnished to applicants), and the per capita cost of the placements made, and similar data for the fiscal year ending November 30, 1919, are also presented for purposes of comparison.

Expenditures, Number of Placements, and Per Capita Cost of Placements.

OFFICES.	EXPENDITURES		NUMBER OF PLACEMENTS		PER CAPITA COST OF PLACEMENTS	
	1919	1920	1919	1920	1919	1920
Boston, ...	\$24,653 81	\$28,863 88	16,841	17,669	\$1 46	\$1 63
Springfield, ...	11,630 03	14,419 59	12,472	12,511	93	1 15
Worcester, ...	7,451 21	9,274 64	8,588	8,739	87	1 06
Totals, ...	\$43,735 05	\$52,558 11	37,901	38,919	\$1 15	\$1 35

The total expenditures on account of the maintenance of the three offices during the fiscal year ending November 30, 1920, amounted to \$52,558.11, as compared with \$43,735.05 during the fiscal year ending November 30, 1919, showing an increase of \$8,823.06, or 20.2 per cent, a considerable part of which was for necessary increases in salaries.

Based on the total expenditures on account of the three offices, considered as a group, the per capita cost of placement was \$1.35 for the fiscal year ending November 30, 1920, as compared with \$1.15 for the fiscal year ending November 30, 1919. Notwithstanding the fact that there was an increase in the number of placements made during the last fiscal year, there was an increase in the per capita cost of placement due to the necessary increase in the cost of maintaining the offices.

In comparing the per capita cost of placements by the Massachusetts offices with corresponding costs for public employment offices in other States, it should be borne in mind that in some States quarters are furnished in public buildings, and the expenditures for rent, janitor service, telephone service, and certain other contingent expenses are not included in the cost of operation, whereas in the Massachusetts offices all of these items are included in the statement of expenditures. Furthermore, the definition of the term "placements" as used in the several States varies. Thus in Massachusetts those persons only who have been reported as engaged by the employers to

whom they were referred have been recorded as placed, whereas in certain other States all persons who are referred to positions, whether definitely known to have been engaged or not, are recorded as placed.

4. PLACEMENT OF SOLDIERS, SAILORS, AND MARINES.

Special Acts, 1919, Chapter 153, appropriated under Item 94A, for the service of the Bureau of Statistics, the sum of \$9,000 "to provide for the present employment emergency, and to assist returning soldiers, sailors and marines in obtaining employment. . . ." Of this amount \$2,219.77 was expended for the purpose specified during the fiscal year ending November 30, 1919, leaving an unexpended balance of \$6,780.23 which was still available for expenditure by the Department of Labor and Industries, to which department the duties of administering the State employment offices were transferred on December 1, 1919. As it did not appear advisable for the Department to maintain an employment office primarily for soldiers, sailors, and marines, thus duplicating in a measure the work of the Bureau of Employment maintained by the American Legion, the General Court, upon the recommendation of the Commissioner of Labor and Industries, authorized¹ the expenditure of the unexpended balance "for the purpose of securing employment for returned soldiers, sailors and marines under the direction of the Soldiers' and Sailors' Commission," of which the Commissioner of Labor and Industries is Chairman. The balance transferred was used in conjunction with other funds of the Commission toward the payment of salaries of registrars and clerks employed in the Employment Bureau for Soldiers and Sailors, conducted by the American Legion and now located in the State House.

Although there appeared to be no occasion for the Department to continue to employ additional registrars and field agents for the specific purpose of securing positions for ex-service men, yet the employees in each of the three State offices were instructed, wherever practicable, to give preference to veterans in referring applicants to positions. The records show that there was actually an increase of 13.4 per cent in

¹ See Acts, 1920, chapter 621.

the number of ex-service men reported placed, the total number for the three offices having been 2,746 in 1920, as compared with 2,421 in 1919. Of the 18,101 ex-service men registered at the three offices in 1920, 5,814 were referred to positions, as compared with 18,148 registered and 5,381 referred to positions in 1919.

5. NEED OF A MERCANTILE EMPLOYMENT OFFICE IN BOSTON.

A classification of the 16,910 positions reported filled by the State office located at 8 Kneeland Street, Boston, during the past year shows that only 904, or 5.3 per cent, were in mercantile employment. Actual experience for a number of years has demonstrated that applicants for positions in mercantile establishments, such as bookkeepers, accountants, clerks, stenographers and salespeople cannot be handled satisfactorily in the same office with skilled mechanics, unskilled laborers, and domestic workers.

The location of the Kneeland Street office, while well suited for certain branches of placement work, is by no means such as to attract employers seeking high grade mercantile help, and it is too far removed from the centre of the business district to adequately serve the mercantile interests. The establishment of a separate mercantile office, centrally located in the business section of the city, would make possible the extension of the public employment service to that field which has not been properly covered in Boston. To such office could be transferred from the Kneeland Street office several registrars and clerks now employed primarily in the placement of office employees and salespeople, and, if this were done, the new office could be efficiently operated during the first year at a cost not exceeding \$3,000. The principal items of expenditure would be for rental of office space, telephone service and advertising.

6. CO-OPERATION WITH THE UNITED STATES EMPLOYMENT SERVICE.

The plan of co-operation with the United States Employment Service adopted in January, 1920, was continued in effect throughout the year. The co-operative agreement provided for the payment of the salaries of two Federal employees, one of

whom was assigned to Boston and has been employed principally in the preparation of clearance and other reports which are sent to Washington and the other of whom is stationed at the State Public Employment Office in Springfield and is engaged principally in calling upon employers for the purpose of acquainting them with the work of the Employment Service. In addition to paying the salaries of these two employees the Federal office allows \$30 a month for certain contingent expenses and has granted the use of the franking privilege to designated officials in the State service, thus effecting a large saving in postage to the Commonwealth.

It is proposed to continue this plan of co-operation until the close of June, 1921, when it is hoped that an increased appropriation by Congress for the use of the United States Employment Service may make possible an apportionment of the appropriation for use in Massachusetts which will be sufficiently large to justify the establishment of a Federal-State mercantile office in Boston.

7. SPECIAL INQUIRIES.

The effects of industrial depression, which became very marked toward the close of the year 1920, were reflected in the records of the activities of the public employment offices during the last three months of the year, and the very large surplus of labor in the market rendered it advisable to inquire into the extent of unemployment in the principal industries in Massachusetts. The results of a special survey made during the week ending December 18, 1920, appears as an appendix to this Report (see Appendix A).

There is also appended a report of an inquiry into the administration of the law relative to the licensing of intelligence offices in Massachusetts, which was made in December, 1920 (see Appendix B).

8. PERSONNEL.

At the close of the year the total number of employees in the three public employment offices was 38, of whom 20 were employed in the Boston office, 11 in the Springfield office, and seven in the Worcester office. During the year eight vacancies in the service occurred (seven resignations and one death). With one exception, all of the vacancies were filled.

Mr. Charles W. Smith, who had served as registrar of skilled males in the Boston office since February 11, 1918, died on November 11, 1920. His pleasing personality, his careful selection of men for positions offered by employers, and his kindly consideration shown applicants for employment made for him many friends, and for the office a large number of appreciative patrons.

Mr. G. Harry Dunderdale, who has been connected with the Boston office since its establishment in 1906 and who has served successively as Chief Clerk, Assistant Superintendent, and, since May 1, 1915, as Superintendent, has continued in charge of that office. Mr. Dunderdale represented the Department of Labor and Industries at the Eighth Annual Convention of the American Association of Public Employment Offices and his long and efficient service in public employment work was recognized by his appointment as First Vice-President of the Association. The Superintendent of the Springfield office, Mr. Chester W. Allen, appointed January 1, 1909, and the Superintendent of the Worcester office, Mr. William A. Wilder, appointed May 1, 1918, remain in charge of their respective offices. To each of these Superintendents and others in the service, who have rendered faithful and efficient service, often under very trying circumstances, I wish to express my grateful appreciation of their enthusiastic co-operation.

Respectfully submitted,

ROSWELL F. PHELPS,
Director, Public Employment Offices.

REPORTS OF THE SEVERAL OFFICES.

THE BOSTON OFFICE: 8 KNEELAND STREET.

G. HARRY DUNDERDALE, *Superintendent.**Summary of Business from December 1, 1910, to December 31, 1920.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30						Dec. 1, 1916, to Dec. 31, 1917 ¹	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Jan. 1 to Dec. 31, 1920	Total (10 Yrs., 1 Mo.)
	1911	1912	1913	1914	1915	1916					
Offers of positions, . . .	47,688	61,051	58,324	37,117	30,532	42,506	43,032	40,493	34,265	35,091	430,099
Positions reported filled, .	15,806	19,554	20,971	15,724	14,491	19,120	18,747	18,125	16,885	16,910	176,333
Persons furnished employment.	10,112	12,216	12,981	9,148	8,416	10,774	10,971	11,743	10,235	11,022	107,618
Persons applied for by employers.	22,816	26,749	26,956	19,453	17,847	29,172	28,848	28,812	28,272	29,161	258,086

¹ Covering a period of 13 months.

General Summary. The year 1920 opened propitiously with a larger demand for help from employers during each of the first six months of the year than during the corresponding months of the previous year. During June and July the demand fell off, but in August there was an increase of 48 per cent in the number of employees called for by employers over the corresponding number during August, 1919. In October the depression, which was noted in June and July, again set in, and during the last three months of the year there were decreases, ranging from 25 to 60 per cent, in the numbers of employees called for when compared with the numbers for corresponding months in 1919. As a result of the decrease in the demand for help, the number of persons for whom positions could be obtained naturally fell off during the last half of the year, yet, for the year as a whole, the number of persons applied for by employers, the number of persons furnished employment, and the number of positions reported filled were in each case greater than the corresponding numbers for the year 1919, as will be observed by reference to the foregoing table.

The total number of individual employers who patronized the office during the year was 5,455, showing an increase of 81, or two per cent, over the corresponding number in 1919. The number of employers outside of Massachusetts who applied for help during the year was 110, and these applications came from Maine, New Hampshire, Vermont, Rhode Island, Connecticut, New York, New Jersey, North Carolina, South Carolina, Virginia, Florida, Ohio, California, and New Brunswick.

The total number of applicants for whom positions were secured during the year was 11,022, for 8,832 of whom one position only was secured, and for 2,190 of whom more than one position was secured. Comparison with corresponding data for 1919 shows that in 1920 there was an increase in the number of persons for whom positions were secured of 7.7 per cent, an increase of 34.2 per cent in the number of individuals for whom one position only was secured, and a decrease of 40.1 per cent in the number of individuals for whom more than one position was secured.

Problems of Readjustment. The recent industrial depression has fallen like a blow upon many of the workers. During the war period there was abundant work for all at unusually high rates of wages, and owing to the imperative demands made by the government for war materials many, even inexperienced employees, if they could assist in production, were put to work. Immediately after the signing of the armistice, however, there was a sudden termination of many government contracts. The employers then began a weeding out process and the less efficient employees were dismissed. The change in conditions, while observed in 1919, was not so evident as in 1920, particularly in the later months of the year. At the present time, when an employer has need of help, either skilled mechanics or able-bodied laborers, he describes definitely the necessary qualifications of the person desired and the applicant referred to him must fulfill the requirements of the employer or be rejected.

In very few cases are wages now offered by employers as high as those paid during the war, except in certain occupations where contracts or agreements with organizations have been made, and in such cases overtime and bonuses have usually

been abolished, thus effecting a material reduction from the wages formerly received. The conditions under which the employer will engage the persons called for are clearly stated to applicants for employment and frequently they accuse the registrar of seeking to reduce the scale of wages or of endeavoring to hold positions for friends, and it is very difficult to convince such applicants that the employer alone is responsible for the conditions imposed.

In the Boston Office, where the daily attendance of applicants for employment is often as high as 2,000 in normal times, there are occasionally some who manifest dissatisfaction when they fail to secure a position or are offered a position at less wages than they believe they should command. In some instances they are to be pitied because they are simply driven to desperation by their inability to secure employment and some of them, having young children dependent upon them, become despondent. When they see an applicant directly in front of them secure a position and are unable to obtain one themselves they naturally believe that they are being discriminated against and thereupon register complaint.

The Employers' Requirements. Excessive labor turnover in any industrial establishment is an important item of expense and can be reduced only by a careful selection of employees. An efficient employee is a real asset to his employer. When, therefore, an employer files an order at the employment office, the registrars and clerks must bear this fact in mind and carefully select those who are to be referred to positions in order that the employer will feel confident that his interests are being conserved. In order to maintain the public employment service at a high standard of efficiency experienced field agents are employed in visiting employers in order to determine whether or not the service is satisfactory and to invite suggestions that will tend to increase the efficiency of the service. Thus it is hoped to gain the good will of the employer, which is the greatest asset of an employment office.

Soldiers and Sailors. Contrary to expectations, the number of soldiers and sailors who registered at the Boston office during 1920 exceeded the corresponding number during 1919. In the following table data are presented showing, by months, the

number of soldiers and sailors registered, the number referred to positions and the number reported placed during each of the years 1919 and 1920.

MONTHS.	NUMBER REG- ISTERED		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1919	1920	1919	1920	1919	1920
January, ...	1,443	1,710	163	225	73	94
February, ...	1,222	1,239	110	244	25	98
March, ...	1,207	1,393	98	325	43	127
April, ...	942	1,415	129	508	50	206
May, ...	879	1,455	178	398	68	177
June, ...	782	1,016	276	244	87	83
July, ...	1,291	1,432	166	214	66	96
August, ...	1,499	1,289	161	271	62	106
September, ...	1,400	934	191	274	74	116
October, ...	1,736	1,124	301	231	131	80
November, ...	1,658	1,478	246	118	126	39
December, ...	1,782	2,621	301	89	141	40
Totals, ...	15,841	17,106	2,320	3,141	946	1,262

¹ The monthly and annual totals include duplications of individuals who have been referred to more than one position or placed in more than one position.

The number of soldiers and sailors registered in 1920 was 17,106, exceeding by 1,265, or 8.0 per cent, the number registered in 1919. In referring applicants to positions preference is given to ex-service men and the records show that, notwithstanding the decreased demand for labor the number of soldiers and sailors referred to positions by the Boston office in 1920 was 3,141, or 35.4 per cent greater than in 1919, while the number reported placed was 1,262 or 33.4 per cent greater than in 1919. The number of soldiers and sailors registered during the month of December, 1920, was 2,621, greatly exceeding the number registered in any other month during the two years, 1919 and 1920, and unfortunately, owing to the lack of positions offered by employers, it was possible to find positions for only 40 of those registered. In this branch of work the office has co-operated with the Employment Bureau for Soldiers and Sailors conducted by the American Legion at its offices in the State House.

Women and Girls. The abnormal demand for women workers of all kinds, with the possible exception of clerical workers, continued until June, 1920. The wages offered were rather less than during the war but considerably above pre-war rates, and those desiring to work could still secure employment at good

wages. The demand for this class of help was so great that employers resorted to newspaper advertising, and, as a result, the same conditions prevailed as during the heavy demand for male workers during the war. There were many applicants for positions but many of these who were already employed were either seeking increased compensation or more congenial employment. The State institutions and hospitals lacked an adequate force of competent nurses and attendants, because many of them had left to accept positions in factories and workshops at higher wages, and in some instances wards had to be closed, owing to lack of help. In June and July there was a marked decrease in the demand for female factory operatives and since July the rooms assigned to the women's department have been crowded with applicants from opening until closing time, including many housework girls, nurses and attendants, of which the supply had been very inadequate. Finding that girls for housework were again seeking positions, employers are now becoming frequent visitors at the office. Much of this demand is from housewives who could not pay the high wages formerly demanded and who have, therefore, done the light housework themselves and have employed women once or twice a week to do the heavy work.

Another class of female applicants for employment who are now visiting the office are women whose husbands and sons have lost their positions during the depression. Prior to the war, many of these women contributed toward the family income, but during the war and for a time thereafter when the male members of the family were receiving large wages these women remained at home in order to care for their families. Many of them are women of experience in housework and are giving satisfaction to employers.

Mercantile Employees. During the year endeavor has been made to increase the number of placements of mercantile employees and executives and with some success, but this work could, it is believed, be handled much more acceptably and efficiently in a separate office centrally located in the mercantile district of the city. Heretofore, communication with employers desiring high grade clerical help has been largely through the use of the telephone and a large number of positions have

been filled by applicants who have called at the office only once, when special forms giving a detailed statement of their qualifications were filled out by them.

When an employer applies in person at the office for help of this kind, he is permitted to interview any applicants who may be present. Should an employer telephone his order, the current list of applicants is read to him, and he then decides which ones he would like to interview at his own office. The applicants designated by the employer are notified by telephone to call at the office and receive an introduction card, or are notified by mail, in which case introduction cards are sent to them and they are instructed to call upon the employer and to notify the office as to the result of the interview. When sufficient time has elapsed for the employer to have completed the interview, he is called by telephone and requested to advise the office as to whether or not he has engaged one of the applicants sent him. If he has not, another group of applicants is sent him, but this is seldom necessary, for usually one of the first group is chosen. Applicants in this class generally call at the office after the early rush of applicants for employment is over and the registrars thus have an opportunity to inquire carefully as to their experience and qualifications.

THE SPRINGFIELD OFFICE: 47-49 WATER STREET.

CHESTER W. ALLEN, *Superintendent.**Summary of Business from December 1, 1910, to December 31, 1920.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30						Dec. 1, 1916, to Dec. 31, 1917 ¹	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Jan. 1 to Dec. 31, 1920	Total (10 Yrs., 1 Mo.)
	1911	1912	1913	1914	1915	1916					
Offers of positions, . . .	8,559	11,077	2,372	7,913	9,615	17,617	19,408	19,687	18,201	16,742	131,191
Positions reported filled, .	4,310	5,392	6,325	4,685	6,106	10,999	12,344	12,576	12,287	12,044	87,068
Persons furnished employ- ment.	2,300	2,819	2,965	2,032	2,528	4,264	4,324	5,187	4,438	4,203	35,060
Persons applied for by employers.	6,176	7,845	9,229	6,263	7,571	14,726	16,972	18,823	17,042	17,038	121,685

¹ Covering a period of 13 months.

General Summary. The business of the Springfield Public Employment Office for the year 1920 was very good with the exception of the last three months, during which there was a curtailment of production in manufacturing establishments and many employees were laid off. From January to September, 1920, inclusive, there was more business transacted than during the corresponding months of the previous year, but in October employers began to lay off help and continued to do so until the close of the year. The number of persons called for by employers and the number of positions reported filled in December were less than in any month since July, 1915. The number unemployed was further increased during the latter part of December by the closing of some manufacturing plants for inventory.

Of the 2,908 individual employers who patronized the office during the year, 1,921 had applied in former years, 86 of whom were non-residents of this State. The number of employers who used the office for the first time was 987, of whom 41 were non-residents.

The total number of persons called for by employers during the year 1920 was 17,038 (11,304 males and 5,734 females) as compared with 17,042 (10,605 males and 6,437 females) in 1919

and the total number of positions reported filled in 1920 was 12,044 (7,904 males and 4,140 females), as compared with 12,287 (7,588 males and 4,699 females) who were reported placed during the previous year. Positions were secured for 4,203 individual applicants as compared with 4,438 in 1919. The number of male applicants for whom positions were secured was 3,287 as compared with 3,455 in 1919, while 916 females were placed in employment in 1920, or 67 less than during the previous year. Of the 3,287 males who secured employment, 2,416, or 73.5 per cent, were native born, while of the 916 females, 611, or 66.7 per cent, were native born. During the year 20,330 persons were interviewed by the registrars of employment, 13,102 in the men's department and 7,228 in the women's department.

Skilled Males. The demand for men in the metal trades continued until October, during which time first-class all-round machinists, toolmakers and machine operators capable of reading blue prints were scarce and good positions both in and out of the city were offered. After the first of October, however, conditions changed and as the demand decreased, large numbers of men in these occupations began to seek positions and there were hardly any to offer them. A large number of mechanical draftsmen, machine foremen, time study men and general foremen have applied since October. The demand for automobile mechanics was fair during the Spring and Summer but gradually fell off in the Fall and no orders from employers were received after September, while the supply was large throughout the year.

The demand for skilled workmen in the building trades was irregular during the year, and most of the calls, especially for carpenters, were received during the Spring and Fall months. A large number of bridge and structural iron workers applied during August and September. The construction of the new Connecticut River bridge brought many of these iron workers to Springfield. Practically no calls for this class of workmen were received. The demand for steamfitters, tinsmiths and their helpers, roofers, bricklayers, plasterers and lathers continued small throughout the year with a good supply on hand at all times.

Unskilled Males. During January, 1920, a large number of calls were received for able-bodied laborers, woodsmen and general workers, while the demand for hotel and restaurant workers and general teamsters was good for that month of the year. At no time during the month were good workers plentiful. In February there was a noticeable falling off in the number of construction and general laborers called for and a corresponding increase in the supply. The heavy snow storms during the month caused a large demand for shovellers and, owing to the necessity of having this work done at once, the wages offered and asked were as high, and in many instances in excess of, any which common or general laborers had previously received. From the first of March until the first of August the number of laborers called for and placed fluctuated, due to the scarcity or abundance of farm work. As warm weather approached hotel and restaurant workers were in demand. From May until August there were at times as many as twenty places open for this class of help, nearly all at unusually high wages. There had been, however, a gradual falling off in the number of laborers called for on steady work. During the months of September and October there was a very marked falling off in the number of shop and construction laborers called for. In November and December there was a complete reversal of conditions which had existed during the previous four years. There were no calls for common, shop or construction laborers or hotel and restaurant workers, while a very large number of men applied for such positions. The surplus was due not only to the curtailment of production and consequent laying off of many employees by manufacturing plants but also because many skilled men such as machinists, toolmakers, polishers, and machine operators who had never before worked as laborers were willing to accept such work when obtainable.

Farm Labor. The supply of farm labor, always inadequate when industrial conditions are good and when high wages are paid in the factories, was hardly equal to the demand during the Summer and Fall months. As in the past this office has given special attention to supplying the farmers with competent help and has received their continued patronage. Dur-

ing the first three months of the year wages offered were from \$50 to \$60 a month with board and room for single men who could milk and \$65 to \$80 a month with house rent, fuel, milk and in some cases vegetables for married men. Competent farm hands were scarce and only 40 per cent of the demand was filled. In August and September, during the tobacco harvest, there were frequent orders for men and although the wages offered were considerably less than in 1919, the supply was sufficient. Since October, when the factories began to lay off help, no difficulty has been experienced in supplying farm labor, although the wages offered have fallen to \$30 or \$35 a month, with board and room for single men. During the last three months of the year, 85 per cent of the demand was filled as compared with 40 per cent during the first quarter of the year.

Soldiers and Sailors. Efforts to place in permanent positions honorably discharged service men have been continued during the year with gratifying success, and employers have continued to co-operate in this work. Since January 20, 1920, an employee of the United States Employment Service has been attached to this office and in addition to other work, he has given special attention to the placement of ex-service men. The following data relate to the activities of this office in the placement of soldiers and sailors.

MONTHS.	NUMBER REGISTERED		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1919	1920	1919	1920	1919	1920
January, ...	289	42	217	170	65	94
February, ...	214	47	143	196	71	131
March, ...	139	105	100	256	56	142
April, ...	149	58	136	163	87	96
May, ...	144	47	180	148	116	86
June, ...	109	58	198	159	100	101
July, ...	113	26	183	101	98	61
August, ...	95	55	129	170	71	94
September, ...	156	23	193	114	115	72
October, ...	102	19	191	90	102	35
November, ...	53	8	159	59	91	34
December, ...	44	3	144	39	100	23
Totals, ...	1,607	491	1,973	1,665	1,072	969

¹ The monthly and annual totals include duplications of individuals who have been referred to more than one position or placed in more than one position.

The above records show that there has been a remarkable reduction in the number of new registrations since January, 1919, and since October, 1920, the number of new registrations has been almost negligible, while the numbers referred to positions and reported placed have likewise decreased. A comparison of the totals for the years 1919 and 1920 shows that, although the number of new registrations was less by 69.4 per cent in 1920 than in 1919, the number referred to positions and the number reported placed (including duplicated individuals) were, respectively, only 15.6 per cent and 9.6 per cent less in 1920 than in 1919.

Women and Girls. In the women's department there was no noticeable change in employment conditions until late in the Spring. At that time there were not so many calls for summer help and more applicants than in the previous years. In July and August an oversupply of day workers was noted but in all other lines of work applicants were easily and quickly placed and there seemed no limit to the demand for shop, office, and domestic workers.

Until the middle of August there were practically standing orders for girls in two of the best paying shops. Many calls were also received from shops where the pay was not so high, but, as always happens when labor conditions are unusually good, very few workers applied for work and some of these refused to consider the positions offered. Beginning in September and increasing each month until December, when the holiday trade provided some extra employment, large numbers of women and girls applied for positions.

Positions for unskilled domestics have been more easily filled since last Spring, and fewer orders for hotel and restaurant help have been received. In the Fall, schools and institutions had little difficulty in securing all help required except cooks, and in some cases kitchen help. The strong young women who formerly were willing to do kitchen work now prefer to work in laundries because laundry workers are free on Sundays. Some of the young women who were employed in the shops have accepted positions as waitresses, but there is still a shortage of competent housework maids and cooks, due to the fact

that for several years past no green girls have been available for training.

In no line of work has the change in conditions been more noticeable than in the case of day workers. During the Spring housecleaning the supply was so limited that practically any girl or woman from sixteen to sixty could be placed, and so many orders were received, even a week or more in advance, that often it was impossible to fill the positions promptly, but later in the year there was an oversupply of day workers.

Special Service. An employee of the United States Employment Service who has been assigned to this office has devoted special attention to the placement of handicapped ex-service men and of those for whom special efforts were necessary in order to place them in permanent positions, and of those applicants, who, by reason of old age or disability, were not able to do regular work. He has also acted as field agent, visiting manufacturers and other employers of labor, not only for the purpose of securing positions for the several cases turned over to him but also to keep the office in touch with the needs of these plants. He has also explained the facilities of the office for supplying competent help. Of those employers who have been patrons of the office inquiries were made as to the service rendered and valuable suggestions relative to the improvement of the service have been received.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. WILDER, *Superintendent.**Summary of Business from September 15, 1913, to December 31, 1920.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Dec. 1, 1916, to Dec. 31, 1917 ²	Jan. 1, to Dec. 31, 1918	Jan. 1, to Dec. 31, 1919	Jan. 1, to Dec. 31, 1920	Total (7 Yrs., 3½ Mos.)
	1913 ¹	1914	1915	1916					
Offers of positions,	1,822	7,561	10,365	16,515	17,887	17,519	14,258	14,099	100,026
Positions reported filled.	552	3,176	5,150	8,398	9,681	9,034	8,443	8,566	53,000
Persons furnished employment.	479	2,152	3,156	4,137	4,282	4,489	3,422	3,379	25,496
Persons applied for by employers.	1,089	4,387	7,316	15,152	16,253	14,923	12,941	12,376	84,437

¹ Office open two and one-half months only in 1913.² Covering a period of 13 months.

General Summary. Conditions in the labor market varied greatly during the year. The after-war boom in industry, which began about the close of 1919, continued through several months, reaching its peak in the spring of 1920. The demand for labor during this period compared favorably with that during the war and wages paid in a number of occupations were even higher. Early in the summer a decline in many branches of industry was noticed. The call for workers steadily decreased and manufacturers began curtailing production, until at the end of the year a large majority of the plants in this district were being operated only a few days a week and many closed down entirely. The December records showed the smallest demand for help since 1915. The office was filled from day to day with applicants seeking work and the rates of wages offered had become of secondary consideration.

During the year, 2,785 individual employers applied at the office for help, and of this number 1,698 applied for the first time. Seventeen of the employers were non-residents. The total number of persons called for by employers was 12,376 (6,873 males and 5,503 females) compared with 12,941 (6,555 males and 6,386 females) in 1919 and the total number of positions reported filled was 8,566 (4,277 by males and 4,289

by females) as compared with a total of 8,443 (3,656 by males and 4,787 by females) in 1919.

During the year, 3,379 individual applicants (2,555 males and 824 females) secured positions through the office, as compared with 3,422 (2,448 males and 974 females) in 1919. Of the males, 2,057 secured one position and 498 more than one; 1,553 were native born and 1,002 foreign born; 1,828 were single and 727 married. Of the females, 452 secured one position and 372 more than one; 354 were native born and 470 foreign born; 386 were single and 438 married.

The percentage hired of those referred to positions ranged from 47.8 per cent in February to 81.9 per cent in December and the average for the year was 60.8 per cent as compared with 59.2 per cent for 1919. These percentages correspond closely with the percentages of help furnished by the office of those called for by employers, which increased from a minimum of 56.6 per cent for February to a maximum of 84.3 per cent for November, while the average was 69.2 per cent for 1920 as compared with 65.2 per cent for the preceding twelve months.

Skilled Labor. In the men's department, the chief call for skilled workers came as usual from the metal trades shops, the orders in about all cases specifying machinists of long experience and accuracy. Machine operators whose training was confined to the rush period of war production received very little consideration when sent on these jobs. The demand for these highly skilled men during the early months of the year was far in excess of the number of applicants and continued good until October, when a slump in business became quite evident. Concerns that had been able to use about all the toolmakers, machinists and machine specialists sent them, confined their orders to a few men. Conditions did not improve and the year ended with no openings in this line to offer the many applying.

The amount of business done with the woolen mills in this vicinity was somewhat smaller than during former years, as that industry was affected by the present business depression somewhat earlier than others. A large number of spinners and weavers applied for positions and there were no openings in their line, but it was found possible to place most of them on

other work. The satinet and wool combing mills, however, were busy until Fall and afforded positions for a large number of the unskilled textile applicants.

Inactivity in the building trades was a source of disappointment during the year because, heretofore, these trades had furnished employment for a large number of applicants and it was only during the Fall that there was any real demand for carpenters and helpers. Engineers and firemen fared somewhat better but of these there was a surplus most of the time. The office continued to keep closely in touch with such applicants and desirable openings were speedily filled.

Unskilled Labor. Common laborers were in good demand for the first ten months of 1920 and particularly so during the early Spring and Fall. There was generally a shortage of these men, especially for the heavy jobs, and the pay for them increased until wages as high as 75 cents per hour were paid and 60 cents became a usual rate. That these rates could not be maintained was quite evident, for they were higher than those offered in many lines for skilled workers, and by December the pay for laborers was down to 50 cents an hour and before the end of the year a rate as low as 40 cents was offered and accepted.

The high cost of labor brought the casual workers, the short job men, more to the fore, as many manufacturers preferred to use this class of labor, when possible, in many cases paying them at the end of the day instead of hiring regular men, and consequently large numbers were placed. During October, November, and December woodsmen in large numbers were placed on nearby jobs. Hotels, restaurants and institutions applied for their usual quota of employees and these were easily supplied.

Farm Labor. During 1920, as in former years, the office endeavored to keep the farmers in this section supplied with competent help. This was rather difficult for the first few months on account of the high wages being paid in the city, but during the Spring farmers offered as high as \$75 per month, room and board, for dependable men and it was found possible to fill a large number of the orders received. The supply of farm labor increased during the remainder of the year and by December the applicants outnumbered the positions offered. The office

supplied 53.9 per cent of the farm hands called for in 1920 as compared with 55.4 per cent in 1919.

Soldiers and Sailors. Although the placement of ex-service men as a class has almost ceased to be a separate employment problem and employers no longer make any particular mention of them in their orders for help, yet this office continued its activities in their behalf. The following is the record of the Worcester office in the placement of ex-service men during 1919 and 1920.

MONTHS.	NUMBER REG- ISTERED		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1919	1920	1919	1920	1919	1920
January, ...	108	45	99	101	30	46
February, ...	102	45	67	80	28	25
March, ...	87	67	70	121	26	47
April, ...	71	66	71	109	30	41
May, ...	54	41	78	84	38	43
June, ...	47	42	92	80	36	36
July, ...	41	70	87	130	28	80
August, ...	31	50	63	110	28	58
September, ...	45	26	135	72	45	44
October, ...	36	26	122	54	44	42
November, ...	41	19	110	41	38	24
December, ...	37	7	94	26	32	29
Totals, ...	700	504	1,088	1,008	403	515

¹ The monthly and annual totals include duplications of individuals who have been referred to more than one position or placed in more than one position.

Women and Girls. In the women's department of this office greater attention than formerly has been given to the placement of stenographers, bookkeepers and clerical workers. During the early months of the year there was a shortage, but a change was noted during the Summer and Fall, and in November and December there were at least six applicants for each position listed. Many calls for salesladies were received and were filled with little difficulty. Girls who were employed as elevator operators during the war have served so satisfactorily that many of them have been retained in this capacity.

The textile industry has afforded a large number of positions during the year and until November there was a continuous demand for experienced stitchers. A number of openings were listed for girls in printing establishments and the office was successful in placing applicants who desired to gain experience in this work.

There was a large demand for chambermaids and waitresses until the lay-off in factories, when a rush was made for hotels and institutions where maintenance was furnished. In a very short space of time every such opening was filled, and there was an increasing number of applicants. Laundresses were supplied to hotels, institutions and steam laundries as the calls were received. Housemaids continued at a premium during the earlier months and throughout the Summer, but the supply has since become more adequate, although the wages demanded have not fallen to any great extent.

Day workers were very scarce early in the year, but in the Summer the supply and demand were nearly equal. However, during the last few months the office has been filled with applicants every morning. During the depression the only income in some families has been that earned by a member who has found employment as a day worker. Although orders have been somewhat fewer than usual, the wages demanded have continued about the same but with a tendency downward.

Field Work. Following an established policy, many manufacturing plants in this section were visited and a careful study made of their labor requirements. So beneficial has this method proved that it is planned to make more frequent visits in the future with follow-up placement work in view.

STATISTICAL TABLES.

TABLE I. — *Summary of Business of All Offices from December 1, 1909, to December 31, 1920.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30							Dec. 1, 1916, to Dec. 31, 1917 ³	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Jan. 1 to Dec. 31, 1920	Total
	1910	1911	1912	1913 ¹	1914 ²	1915 ²	1916 ²					
Offers of positions, .	51,082	58,172	74,089	74,113	53,858	51,580	78,157	80,734	77,699	66,724	65,932	732,140
Positions reported filled.	20,574	21,158	26,587	29,117	24,710	26,689	39,865	41,155	39,735	37,615	37,520	344,725
Persons furnished employment.	12,292	13,205	15,711	16,835	13,644	14,304	19,413	19,577	21,419	18,095	18,604	183,099
Persons applied for by employers.	28,354	30,632	36,834	39,230	31,565	33,906	60,782	62,541	62,558	58,255	58,575	503,232

¹ The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one-half months for the Worcester office.

² The figures for 1914, 1915, and 1916 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office.

³ The figures for 1917 are for 13 months for the Boston, Springfield and Worcester offices and four months for the Fall River office, this office having been discontinued March 31, 1917.

TABLE II. — *Summary of Business of the Boston Office during the Year ending December 31, 1920, with Comparable Data for 1919.*

CLASSIFICATION.	1920			1919	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1919)	
Applications from Employers, . . .	—	—	21,635	21,369	+1.24
Individual Employers who Applied for Help.	—	—	5,455	5,374	+1.51
Persons Applied for by Employers, .	18,814	10,347	29,161	28,272	+3.14
Positions offered Applicants, . . .	22,779	12,312	35,091	34,265	+2.41
Positions Reported Filled, . . .	9,917	6,993	16,910	16,885	+0.15
Individuals for whom one Position only was secured.	6,602	2,230	8,832	6,582	+34.18
Individuals for whom more than one Position was secured.	1,206	984	2,190	3,653	—40.05
Total for whom Positions were secured, .	7,808	3,214	11,022	10,235	+7.69

TABLE III. — *Summary of Business of the Springfield Office during the Year ending December 31, 1920, with Comparable Data for 1919.*

CLASSIFICATION.	1920			1919	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1919)	
Applications from Employers, . . .	—	—	10,960	12,333	—11.13
Individual Employers who Applied for Help.	—	—	2,908	3,242	—10.30
Persons Applied for by Employers, .	11,304	5,734	17,038	17,042	—0.02
Positions offered Applicants, . . .	11,441	5,301	16,742	18,201	—8.02
Positions Reported Filled, . . .	7,904	4,140	12,044	12,287	—1.98
Individuals for whom one Position only was secured.	2,368	448	2,816	2,924	—3.69
Individuals for whom more than one Position was secured.	919	468	1,387	1,514	—8.39
Total for whom Positions were secured, .	3,287	916	4,203	4,438	—5.30

TABLE IV. — *Summary of Business of the Worcester Office during the Year ending December 31, 1920, with Comparable Data for 1919.*

CLASSIFICATION.	1920			1919	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1919)	
Applications from Employers, . . .	—	—	9,265	9,731	—4.79
Individual Employers who Applied for Help.	—	—	2,785	2,841	—1.97
Persons Applied for by Employers, .	6,873	5,503	12,376	12,941	—4.37
Positions offered Applicants, . . .	8,981	5,118	14,099	14,258	—1.12
Positions Reported Filled, . . .	4,277	4,289	8,566	8,443	+1.46
Individuals for whom one Position only was secured.	2,057	452	2,509	2,536	—1.06
Individuals for whom more than one Position was secured.	498	372	870	886	—1.81
Total for whom Positions were secured, .	2,555	824	3,379	3,422	—1.26

TABLE V. — *Comparative Summary of Business of Each*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
1	Boston:		
2	Males, ...	304	12,079
3	Females, ...	304	9,556
4	Total, ...	304 ¹	21,635
5	Springfield:		
6	Males, ...	305	5,793
7	Females, ...	305	5,167
8	Total, ...	305	10,960
9	Worcester:		
10	Males, ...	305	4,157
11	Females, ...	305	5,108
12	Total, ...	305	9,265
	Consolidated Totals for Three Offices:		
	Males, ...	—	22,029
	Females, ...	—	19,831
	Total, ...	—	41,860

TABLE VI. — *Summary by Months of Business of the*

	MONTHS.	Working Days	Number of Applications from Employers
1	January, ...	26	3,863
2	February, ...	23	3,084
3	March, ...	27	4,341
4	April, ...	25	4,333
5	May, ...	25	4,172
6	June, ...	25 ¹	3,831
7	July, ...	26	3,165
8	August, ...	26	3,596
9	September, ...	25	3,838
10	October, ...	25	3,214
11	November, ...	25	2,457
12	December, ...	26	1,966
13	Totals, ...	304 ¹	41,860

¹ The Boston office was open 24 days in June.

Office during the Year ending December 31, 1920.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
18,814	61.88	22,779	74.93	9,917	32.62	52.71	1
10,347	34.04	12,312	40.50	6,993	23.00	67.58	2
29,161	95.92	35,091	115.43	16,910	55.62	57.99	3
11,304	37.06	11,441	37.51	7,904	25.91	69.92	4
5,734	18.80	5,301	17.38	4,140	13.57	72.20	5
17,038	55.86	16,742	54.89	12,044	39.48	70.69	6
6,873	22.54	8,981	29.45	4,277	14.03	62.23	7
5,503	18.04	5,118	16.78	4,289	14.06	77.94	8
12,376	40.58	14,099	46.23	8,566	28.09	69.21	9
36,991	121.48	43,201	141.89	22,098	72.56	59.74	10
21,584	70.88	22,731	74.66	15,422	50.63	71.45	11
58,575	192.36	65,932	216.55	37,520	123.19	64.05	12

Three Offices during the Year ending December 31, 1920.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
5,523	212.42	5,861	225.42	3,278	126.08	59.35	1
4,447	193.35	4,883	212.30	2,689	115.61	60.47	2
6,001	222.26	6,748	249.93	3,538	131.04	58.96	3
5,960	238.40	6,195	247.80	3,656	146.24	61.34	4
6,083	243.32	6,485	259.40	3,724	148.96	61.22	5
5,146	201.89	6,088	239.18	3,393	132.96	65.93	6
4,290	165.00	5,311	204.27	3,062	117.77	71.38	7
5,363	206.27	5,970	229.62	3,346	128.69	62.39	8
5,848	233.92	6,261	250.44	3,528	141.12	60.33	9
4,568	182.72	5,386	215.44	3,040	121.60	66.55	10
3,041	121.64	3,903	156.12	2,364	94.56	77.74	11
2,305	88.65	2,841	109.27	1,902	73.15	82.52	12
58,575	192.36	65,932	216.55	37,520	123.19	64.05	13

TABLE VII. — *Classification, by Occupations, of "Persons Called for" and*

	INDUSTRIES AND OCCUPATIONS.	BOSTON	
		Persons Called for	Positions Filled
1	Agriculture:	263	144
2	Farm hands, gardeners, dairy hands, etc.,	254	142
3	Agricultural laborers,	—	1
4	Others,	9	1
5	Building and Construction:	1,457	816
6	Carpenters,	363	241
7	Electricians (inside and outside),	120	73
8	Painters, paperhangers, etc.,	384	188
9	Pipe fitters and plumbers,	183	84
10	Roofers and sheet-metal workers,	115	56
11	Structural-iron workers,	28	14
12	Other building trades mechanics,	42	15
13	Building trades helpers,	222	145
14	Casual Workers,	3,215	3,099
15	Chemicals, Oils, Paints, etc.,	165	86
16	Clay, Glass and Stone Products,	21	7
17	Clerical, Professional and Technical:	1,075	482
18	Bookkeepers, accountants and cashiers,	188	58
19	Draftsmen,	33	21
20	Office clerks,	435	215
21	Stenographers and typists,	307	103
22	Teachers,	—	—
23	Others,	112	85
24	Clothing and Textiles:	652	343
25	Dressmakers and seamstresses,	76	48
26	Garment workers,	302	128
27	Hat, cap and millinery workers,	51	59
28	Shirt, collar and cuff workers,	3	3
29	Textile workers,	49	19
30	Others,	171	86
31	Common Labor (not casual workers),	1,477	1,192
32	Domestic and Personal Service:	8,165	4,549
33	Chambermaids,	443	255
34	Cooks and chefs,	753	307
35	Domestics,	359	246
36	Kitchen and pantry workers,	3,312	1,976
37	Laundry, cleaning, dyeing, etc.,	338	149
38	Matrons and hotel housekeepers,	11	4
39	Nurses and attendants,	175	164
40	Waiters, waitresses and busboys,	1,647	907
41	Others,	1,127	541
42	Food, Beverages and Tobacco:	431	208
43	Bakery and confectionery workers,	208	86
44	Meat and butcher workmen,	33	6
45	Cannery workers,	37	30
46	Cigar, cigarette and tobacco workers,	10	3
47	Others,	143	83
48	Leather, Rubber and Allied Products:	890	656
49	Boot and shoe workers,	144	102
50	Fur and glove workers,	20	27
51	Rubber workers,	553	436
52	Others,	173	91
53	Lumber:	3	1
54	Skilled woodsmen,	1	1
55	Woods laborers,	2	—

“Positions Filled” at Each Office during the Year ending December 31, 1920.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
705	452	419	222	1,387	818	1
692	443	380	205	1,326	790	2
13	9	18	17	31	27	3
—	—	21	—	30	1	4
476	235	573	305	2,506	1,356	5
216	98	93	54	672	393	6
19	10	18	5	157	88	7
120	63	46	25	550	276	8
20	4	25	7	228	95	9
30	5	15	4	160	65	10
4	2	4	—	36	16	11
21	13	15	3	78	31	12
46	40	357	207	625	392	13
8,743	8,109	5,167	4,924	17,125	16,132	14
20	5	23	8	208	99	15
23	3	3	2	47	12	16
196	74	218	79	1,489	635	17
13	3	19	5	220	66	18
14	4	18	6	65	31	19
96	45	72	30	603	290	20
65	19	81	30	453	152	21
1	1	—	—	1	1	22
7	2	28	8	147	95	23
207	81	491	271	1,350	695	24
12	6	13	—	101	54	25
56	11	34	23	392	162	26
4	1	4	9	59	69	27
—	—	5	—	8	3	28
113	41	407	226	569	286	29
22	22	28	13	221	121	30
1,256	747	1,047	675	3,780	2,614	31
2,130	803	1,431	507	11,726	5,859	32
221	69	52	6	716	330	33
220	69	145	34	1,118	410	34
505	102	551	134	1,415	486	35
737	420	408	248	4,457	2,640	36
103	25	49	17	490	191	37
4	1	7	2	22	7	38
17	2	38	8	230	174	39
171	36	131	39	1,949	982	40
152	79	50	19	1,329	639	41
206	111	34	6	671	325	42
90	29	20	2	318	117	43
6	2	8	1	47	9	44
—	—	—	—	37	30	45
86	69	1	1	97	73	46
24	11	5	2	172	96	47
24	12	81	40	995	708	48
1	2	40	12	185	116	49
—	1	—	—	20	28	50
10	4	—	8	563	448	51
13	5	41	20	227	116	52
94	25	78	65	175	91	53
—	—	77	65	78	66	54
94	25	1	—	97	25	55

TABLE VII. — *Classification, by Occupations, of "Persons Called*

INDUSTRIES AND OCCUPATIONS.		BOSTON	
		Persons Called for	Positions Filled
56	Metals and Machinery:	2,043	1,146
57	Auto mechanics and garage workers.	125	30
58	Blacksmiths and boilermakers.	54	15
59	Machinists, tool and die makers.	523	302
60	Machine hands and specialists.	297	227
61	Millwrights.	50	19
62	Molders and core makers.	23	5
63	Polishers, buffers, platers, etc.,	35	8
64	Welders and cutters.	7	7
65	Helpers and handy men, all trades.	422	204
66	Others.	502	329
67	Musical Instruments:	34	32
68	Instrument makers.	13	17
69	Others.	21	15
70	Paper and Printing:	788	375
71	Paper and pulp mill workers.	37	25
72	Paper-box and bag workers.	78	67
73	Printers and pressmen.	229	75
74	Feeders and bindery workers.	287	123
75	Others.	187	85
76	Shipbuilding:	3,655	1,330
77	Riveters, chippers, calkers and reamers.	1,001	411
78	Ship fitters.	36	35
79	Ship carpenters.	50	19
80	Shipbuilding laborers.	281	64
81	Other distinct occupations.	2,237	801
82	Theatres and Amusements,	31	14
83	Transportation and Public Utilities:	447	181
84	Chauffeurs and auto-truck drivers.	169	81
85	Teamsters, stablemen and deliverymen.	220	77
86	Telephone and telegraph workers.	44	17
87	Track workers.	—	—
88	Trainmen, dispatchers, enginemen, etc.,	2	1
89	Others.	12	5
90	Wholesale and Retail Trade:	710	405
91	Sales people.	183	79
92	Shipping and stock clerks, packers, etc.,	487	308
93	Others.	40	18
94	Woodworking and Furniture:	139	57
95	Cabinet makers and furniture finishers.	13	—
96	Machine woodworkers.	16	6
97	Others.	110	51
98	Miscellaneous:	3,500	1,787
99	Apprentices, all trades.	240	135
100	Boys and girls (not otherwise classified).	1,280	703
101	Elevator operators.	365	155
102	Engineers.	257	132
103	Firemen and oilers.	500	268
104	Pattern makers.	7	4
105	Watchmen, janitors, guards, etc.,	644	246
106	Others.	207	144
Totals,		29,161	16,910

for ” and “ Positions Filled ” at Each Office, etc. — Concluded.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
1,788	884	1,767	1,042	5,598	3,072	56
89	39	37	7	251	76	57
35	13	32	15	121	43	58
153	38	171	70	852	410	59
1,179	644	468	235	1,944	1,106	60
27	16	36	21	113	56	61
16	7	4	1	43	13	62
45	30	34	17	114	55	63
12	2	7	2	26	11	64
147	55	112	75	681	334	65
85	40	866	599	1,453	968	66
—	—	—	1	34	33	67
—	—	—	—	13	17	68
—	—	—	1	21	16	69
104	36	61	26	953	437	70
5	—	—	—	42	25	71
4	2	4	6	86	75	72
19	9	9	4	257	88	73
39	13	13	1	339	137	74
37	12	35	15	229	112	75
45	14	13	8	3,713	1,352	76
17	13	4	2	1,022	426	77
2	—	—	—	88	35	78
—	—	—	—	50	19	79
25	—	—	—	306	64	80
1	1	9	6	2,247	808	81
36	18	—	—	67	32	82
334	137	256	77	1,037	395	83
92	55	73	32	334	168	84
132	55	102	33	454	165	85
5	2	3	—	52	19	86
60	6	36	9	96	15	87
8	4	—	—	10	5	88
37	15	42	3	91	23	89
203	83	136	53	1,049	541	90
64	21	55	17	302	117	91
110	52	74	33	671	393	92
29	10	7	3	76	31	93
30	11	39	19	208	87	94
5	3	8	5	26	8	95
13	7	25	12	54	25	96
12	1	6	2	128	54	97
418	204	539	236	4,457	2,227	98
15	6	17	5	272	146	99
114	53	105	41	1,499	797	100
33	14	23	5	421	174	101
30	11	49	16	336	159	102
87	50	125	68	712	386	103
8	3	11	6	26	13	104
129	67	205	93	978	406	105
2	—	4	2	213	146	106
17,038	12,044	12,376	8,566	58,575	37,520	

TABLE VIII. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" at Each Office during the Year ending December 31, 1920, with Comparable Data for 1919.*

MONTHS.	PERSONS CALLED FOR						POSITIONS REPORTED FILLED					
	BOSTON		SPRING-FIELD		WORCES-TER		BOSTON		SPRING-FIELD		WORCES-TER	
	1919	1920	1919	1920	1919	1920	1919	1920	1919	1920	1919	1920
January, .	87	94	50	78	36	41	56	51	31	49	28	26
February, .	72	96	47	63	31	35	47	52	30	45	26	20
March, .	66	111	40	66	31	46	44	59	30	44	22	28
April, .	85	120	48	65	38	54	49	71	37	43	27	33
May, .	98	129	58	64	44	50	62	73	44	43	31	33
June, .	117	103	68	58	45	41	68	64	52	40	30	29
July, .	83	78	58	48	42	39	64	49	42	39	30	29
August, .	71	104	52	60	44	42	47	56	39	43	26	29
September, .	122	129	66	58	54	46	53	68	48	40	30	33
October, .	122	95	64	48	57	40	64	53	45	36	31	32
November, .	105	54	71	38	46	30	56	39	50	31	28	25
December, .	98	39	53	26	43	23	61	32	40	22	26	19
Averages, .	94	96	56	56	43	41	56	56	41	39	30	28

TABLE IX. — *Expenditures on Account of Maintenance of the Three State Employment Offices during the Fiscal Year ending November 30, 1920.*

	Boston	Springfield	Worcester	Total
Books, maps, clippings, etc., ...	\$8 50	\$2 50	—	\$11 00
Expressage, ...	3 50	3 29	\$3 00	9 79
Postage, ...	50 20	32 00	32 00	114 20
Printing:				
Annual reports, ...	73 59	36 80	36 79	147 18
Other reports, ...	—	—	—	—
Office forms, etc., ...	326 20	139 58	117 56	583 34
Stationery, office and machine supplies, .	136 46	42 22	44 32	223 00
Typewriter machines, ...	63 15	—	—	63 15
Other machines, ...	—	—	—	—
Telephone, ...	798 02	326 17	273 63	1,397 82
Travel, ...	79 64	19 83	16 04	115 51
Rent, ...	4,200 00	1,800 00	1,287 50	7,287 50
Light, ...	379 48	92 02	36 24	507 74
Advertising, ...	183 05	123 53	124 41	430 99
Cleaning and cleaning materials, ...	34 65	15 30	36 41	86 36
Other expenses, ...	119 95	59 35	38 51	217 81
Salaries, including janitor service, . . .	22,407 49	11,727 00	7,228 23	41,362 72
Totals, ...	\$28,863 88	\$14,419 59	\$9,274 64	\$52,558 11
Balance unexpended, ...	—	—	—	2,041 89
Appropriation, ...	—	—	—	\$54,600 00

APPENDIX A.

SURVEY OF UNEMPLOYMENT IN MASSACHUSETTS, WEEK ENDING DECEMBER 18, 1920.

In order to determine the extent to which the industrial depression had affected the principal industries in Massachusetts, field agents and inspectors of the Department were instructed to make a special survey of unemployment during the week ending December 18, 1920.

SCOPE OF THE SURVEY.

The following industries in the principal industrial centers in the State were covered by the survey:

1. Manufactures:
 - a.* Textiles.
 - b.* Boots and shoes.
 - c.* Metals and machinery.
 - d.* Paper and paper products.
 - e.* Jewelry.
 - f.* Leather.
 - g.* Rubber goods.
2. Mercantile trade.
3. Building trades.
4. Municipal employment.
5. Transportation.
6. Other principal industries.

Information with reference to the following subjects was also obtained:

7. Withdrawal of savings by unemployed wage-earners.
8. Applications by unemployed for relief at offices of charitable organizations.
9. Unemployment in principal cities.

1. MANUFACTURES.

The following table shows, for seven important industries in Massachusetts, by principal manufacturing centers, the number of persons employed in representative establishments during the week ending December 18, 1920, with corresponding data for the

week ending December 17, 1919, and for the week of maximum employment in 1920. By "week of maximum employment" is meant that week (not necessarily the same week for the individual establishments) during which the maximum number of persons were employed during the year 1920. In most instances the week of maximum employment fell in one of the first three months of the year, when, in marked contrast with conditions in the labor market in December, 1920, there was in nearly all of the principal industries a large demand for labor which could not be supplied.

Number of Employees in Representative Manufacturing Establishments in Massachusetts on Specified Dates, and Percentages Unemployed, Week Ending December 18, 1920.

INDUSTRIES AND CITIES.	NUMBER OF ESTABLISHMENTS	NUMBER OF EMPLOYEES ON PAY ROLLS —			PER CENT UNEMPLOYED ON DEC. 18, 1920, BASED ON NUMBER EMPLOYED —	
		Week Ending Dec. 18, 1920	Week Ending Dec. 17, 1919	Week of Maximum Employment, 1920	Week Ending Dec. 17, 1919	Week of Maximum Employment, 1920
Textile Industry, ...	130	104,472	155,208	163,600	32.7	36.1
Fall River, ...	31	19,349	28,729	27,995	32.6	30.9
New Bedford, ...	27	20,200	36,320	37,511	44.4	46.1
Lowell, ...	12	12,895	19,852	21,374	35.0	39.7
Lawrence, ...	6	22,284	29,437	32,142	24.3	30.7
Other municipalities, ...	54	29,744	40,870	44,578	27.2	33.3
Boot and Shoe Industry, ...	72	27,396	41,422	46,445	33.9	41.0
Brockton, ...	12	7,716	8,304	10,585	7.1	27.1
Lynn, ...	18	3,713	6,576	6,891	43.5	46.1
Haverhill, ...	14	1,833	4,443	4,617	58.7	60.3
Other municipalities, ...	28	14,134	22,099	24,352	36.0	42.0
Metals and Machinery, ...	85	74,864	79,698	91,870	6.1	18.5
Paper and Paper Products, ...	18	10,358	11,612	13,178	10.8	21.4
Jewelry, ...	13	1,948	2,844	2,875	31.5	32.2
Leather Goods, ...	12	4,897	8,426	9,381	41.9	47.8
Rubber Goods, ...	11	9,708	14,646	15,006	33.7	35.3

The returns show that the manufacturing industries most seriously affected by the depression were the textile, boot and shoe and leather industries, and that in the four other industries specified in the table the percentages unemployed during the week ending December 18, 1920, were abnormally high.

a. Textile Industry. Of the 130 establishments, in 34 municipalities represented, 58 reported curtailments in operation and 16 reported that they were shut down for an indefinite

period. The number employed in these 130 establishments during the week ending December 18, 1920, was 32.7 per cent less than the number employed during the corresponding week in 1919, and 36.1 per cent less than the maximum number employed during any week in 1920. In addition to those employees who had been laid off altogether, there were large numbers who were employed only part-time, 43 of the establishments being operated only 3 days a week, 8 only 4 days, 5 only 2 days, one only one day and one five days a week. Including part-time unemployment it was found that the aggregate loss of time by employees during the week ending December 18, 1920, was 57.5 per cent of the aggregate full-time employment in the 130 establishments during the week of maximum employment in 1920.

b. Boot and Shoe Industry. Information was obtained from 72 establishments, representing 23 municipalities. Several of the factories were practically closed and the force had been considerably reduced in nearly all of them. The total number employed in the 72 establishments during the week ending December 18, 1920, was 33.9 per cent less than the number employed during the corresponding week in 1919, and 41.0 per cent less than the maximum number employed during any week in 1920. The loss of time, including part-time unemployment, was 42.9 per cent of the aggregate full-time employment in the 72 establishments during the week of maximum employment in 1920.

c. Metals and Machinery. Reports were received from 85 establishments, representing 33 municipalities. Of the 85 establishments, 13 were reported as being operated less than six days a week, and, almost without exception, there had been some reduction in the number employed. The total number employed during the week ending December 18, 1920, was 6.1 per cent less than the number employed during the corresponding week in 1919, and 18.5 per cent less than the maximum number employed during any week in 1920.

d. Paper and Paper Products. According to reports received from 18 establishments, representing 13 municipalities, two of the plants were being operated three days a week and one four days a week, and the others on a full-time schedule. During the week ending December 18, 1920, the number employed was 10.8 per cent less than the number employed during the corresponding week in 1919, and 21.4 per cent less than the maximum number employed during any week in 1920.

e. Jewelry. Twelve of the 13 reports received were from establishments in Attleboro, the principal jewelry center in the

State. The returns show that the percentages unemployed during the week ending December 18, 1920, based on the number employed during the corresponding week in 1919 and the week of maximum employment in 1920, were, respectively, 31.5 and 32.2.

f. Leather Goods. Reports received from 12 establishments, representing 7 municipalities, showed that, as in the case of boot and shoe operatives, large numbers of leather workers in tanneries and leather goods manufacturing establishments (other than boot and shoe factories) were unemployed. The number unemployed during the week ending December 18, 1920, was 41.9 per cent less than the number employed during the corresponding week in 1919, and 47.8 per cent less than the maximum number employed during any week in 1920.

g. Rubber Goods. Of 11 establishments, located one in each of 11 municipalities, 4 had been closed down temporarily and the others were being operated with a reduced force. The total number employed in the 11 establishments was 33.7 per cent less than the number employed during the corresponding week in 1919, and 35.3 per cent less than the maximum number employed during any week in 1920.

2. MERCANTILE TRADE.

Returns with reference to employment in mercantile establishments showed that, almost without exception, an extra force had been employed in the retail stores to take care of the Christmas trade, and, consequently, the pay-rolls for the week ending December 18 usually showed the largest number employed at any time during the year. The reports also showed the number which it was proposed to dismiss prior to January 1, 1921, following the usual clearance sales, but, notwithstanding the contemplated dismissals, the number to be retained would show no large reduction when compared with the normal number employed during the year. It, therefore, appeared that conditions in the retail trade were at least normal, except in certain industrially specialized cities in which, owing to loss of earnings by wage-earners, the funds in the hands of purchasers had been considerably reduced.

3. BUILDING TRADES.

Records obtained from the building departments in the cities of Massachusetts showed that the estimated value of buildings, for the erection of which permits were granted during the month

of November, 1920, was 48 per cent less than the corresponding aggregate for November, 1919, and even in that month the aggregate was comparatively low as compared with corresponding months in normal years. It therefore appeared probable that, although the number of unemployed building tradesmen was not abnormally large for this season of the year, there would be very little building done in the near future, and, consequently, more than the usual amount of unemployment in the building trades during the winter months.

4. MUNICIPAL EMPLOYMENT.

To some extent there had been a reduction in the number of persons employed by municipalities, but on the other hand, in several cities where the number of unemployed was large, owing to curtailment of production in manufacturing establishments, the municipal authorities sought to furnish employment by undertaking certain lines of work, such as street construction, somewhat in advance of the time when it was originally intended to begin this work.

5. TRANSPORTATION (STEAM AND ELECTRIC).

The number of men employed in the operation of rolling-stock on the steam railways had been reduced to some extent and train schedules had been revised so as to permit of the operation of the trains by a minimum force. Large reductions in the numbers employed at several of the large railroad shops, affecting principally mechanics, were reported. The street railway companies had also reduced their force, and this was particularly true of those companies which had introduced the one-man car and discontinued lines which could not be operated profitably.

6. OTHER PRINCIPAL INDUSTRIES.

The several reports from candy manufacturers indicate a decided falling off in the number employed in the week ending December 18, 1920, when compared with a similar week in 1919 and the maximum week in 1920. The printing and allied trades seemed to be normal. A summary of reports from 40 miscellaneous manufacturing establishments whose products include celluloid goods, toys, novelties, packing-house products, wall-board, optical goods, tacks, cigars, etc., showed a total of 24,389 employed in the week ending December 18, 1920, as compared with 31,207 in the maximum week in 1920. In those establish-

ments where figures for the week ending December 18, 1920, and a similar week in December, 1919, were available, the proportions were relatively the same.

7. WITHDRAWAL OF SAVINGS BY WAGE-EARNERS.

The returns from savings banks showed no large withdrawals of deposits except in localities in which there was considerable unemployment. Banks whose patrons are to a large extent wage-earners reported greater withdrawals than during the corresponding period in 1919, but other banks having comparatively few wage-earners as depositors reported larger deposits and less withdrawals during the period December 1 to 18, 1920, than during the corresponding period in 1919. The period of unemployment had evidently not been of sufficiently long duration at that time to make it necessary for the unemployed to draw upon their savings accounts in any considerable measure.

8. APPLICATIONS FOR RELIEF BY UNEMPLOYED.

Reports from officials of charity organizations in a number of cities in which inquiries were made were to the effect that the number of applications for relief was greater during the period December 1 to 18, 1920, than during the corresponding period in 1919, and a considerable part of the increase was due to unemployment. The organizations had, thus far, been able to prevent actual distress, but the increasing number of cases was the occasion of some concern on the part of the officials.

9. UNEMPLOYMENT IN PRINCIPAL CITIES.

The cities in which the unemployment conditions were most serious were those which are industrially specialized, such as New Bedford, Fall River, Lowell, and Lawrence, in which the textile mills were either closed down entirely or were being operated by a reduced force for two, three, or four days a week, and Lynn, Brockton, and Haverhill, in which the boot and shoe factories were being operated by a reduced force, and in some cases on part time.

APPENDIX B.

INQUIRY RELATIVE TO INTELLIGENCE OFFICES IN MASSACHUSETTS.

The law¹ in Massachusetts relative to "intelligence offices", commonly known as employment offices, provides for the licensing of such offices by the licensing board in Boston, the license commission in Lowell, the aldermen in other cities, and the selectmen in towns. For the purpose of answering inquiries relative to the administration of the law, the Department communicated in December, 1920, either by letter or field agents, with the clerks or licensing officials in each of the cities and towns, requesting that they furnish the following information:

1. A list of the names and addresses of keepers of intelligence offices who had been granted a license.
2. A list of the names and addresses of keepers of intelligence offices who had not obtained a license.
3. A copy of any ordinance then in effect relative to the regulation of intelligence offices.
4. A copy of the regulations adopted by the official or officials charged with the granting of such licenses.
5. A copy of the cardboard notice which, in accordance with Section 45 of the law, shall be furnished to keepers of licensed intelligence offices, and posted by them.

The total number of licensed offices in the State was found to be 255, which were distributed as follows:

Licensed Intelligence Offices in Massachusetts.

CITIES.		
Boston, ...	131	Medford, ... 2
Brockton, ...	4	New Bedford, ... 5
Cambridge, ...	12	Newton, ... 12
Chelsea, ...	1	Northampton, ... 1
Fall River, ...	3	Quincy, ... 5
Fitchburg, ...	4	Pittsfield, ... 2
Gloucester, ...	1	Salem, ... 2
Haverhill, ...	1	Somerville, ... 2
Holyoke, ...	2	Springfield, ... 11
Lawrence, ...	4	Waltham, ... 1
Leominster, ...	1	Worcester, ... 18
Lowell, ...	7	
Lynn, ...	5	
Malden, ...	1	
		Total in cities, ... 238

¹ General Laws, Vol. II, chapter 140, §§ 41-46. The text of the law appears on page 53.

Licensed Intelligence Offices in Massachusetts — Concluded.

		TOWNS.	
Andover, ...	1	Milton, ...	1
Arlington, ...	2	Norwood, ...	1
Brookline, ...	8	Winchester, ...	2
Dedham, ...	1		
Hull, ...	1	Total in towns, ...	17
SUMMARY.			
Total in cities, ...			238
Total in towns, ...			17
Total in State, ...			255

According to the reports received, there was at least one licensed office in each of 25 cities and 10 towns in the State. In 13 cities and 306¹ towns there was no licensed office reported. The municipalities in each of which there were five or more licensed offices were: Boston, 131; Worcester, 18; Cambridge, 12; Newton, 12; Springfield, 11; Brookline, 8; Lowell, 7; Lynn, 5; New Bedford, 5; and Quincy, 5. In several instances fee-charging offices were found to be operating without a license. In addition to the fee-charging offices a comparatively large number of social and other agencies which engage to some extent in placement work, but which charge no fee for services, were operating without a license, and it appeared to be quite generally the opinion of the licensing authorities that, in such cases, no license was required by law.

A few of the licensed offices which specialize in the placement of a single class of help, such as teachers, mercantile help, hotel help, woodsmen, or unskilled labor, conduct business on a large scale, employ a large office force, and occupy commodious quarters centrally located in the business districts. A somewhat larger number of offices which advertise their ability to supply "all kinds of help," are of secondary importance as placement agencies, while a still larger number of offices which supply household and domestic help almost exclusively are, in most instances, conducted personally by the licensee in a single room, and render little, if any, real service to the community.

In a few of the cities special ordinances governing the licensing of intelligence offices had been passed, but usually the ordinances designated merely the official or officials who should issue the licenses and established the amount of the license fee, while the

¹ Town clerks in 61 towns failed to reply even to a second communication sent them, but the population of these towns was in nearly all cases comparatively small, and it may reasonably be assumed that there were no intelligence offices, either licensed or unlicensed, in these towns.

special rules relative to the operation of licensed offices were formulated by the boards or officials to whom the duty of issuing licenses was delegated.

In the City of Boston very specific rules governing the operation of licensed offices are enforced by the Licensing Board. Two classes of licenses are issued as follows:

Class I. "Business Employment License" — Fee, \$75.

Class II. "Domestics and Laborers Employment Bureau" — Fee, \$35.

During the year ending November 30, 1920, 153 applications for licenses were granted, of which 64 were in Class I and 89 in Class II. For various reasons some of the licenses were cancelled during the year and in December, 1920, the number of licenses in effect was 131.

Except in Boston and several other municipalities the administration of the law relative to licensing intelligence offices appeared to be hardly more than perfunctory, and the license fee charged was only nominal. In only a very few instances had regulations governing the operation of licensed offices been adopted, and in some cities no effort was made by the licensing officials to determine whether or not any fee-charging offices were being operated without a license. One city clerk stated that his office "merely grants licenses and it is up to the police to enforce the law." This interpretation of the law seemed to be quite general. In a large number of towns in which there were no intelligence offices the town clerks acknowledged that they were unfamiliar with the provisions of the law, and several of them were not even aware of its existence. A town clerk in a rural community stated what would probably hold true of a large majority of towns in the State in these words: "An intelligence office here would have less business than a shop selling fur ulsters in the tropics." Farmers and their wives, when requiring help, usually patronize employment offices in neighboring cities, as do also residents of rural communities who desire to secure positions elsewhere. Boston, Springfield and Worcester are generally considered as the best employment centers in the State and several of the employment offices in these cities do a very thriving business in furnishing help for the farms.

While no specific inquiry relative to the fees paid by applicants for employment at intelligence offices was made, yet incidentally some information on this subject was obtained from an examination of the reports and forms received by the Department.

In Boston the rules adopted by the Licensing Board provide that in Class I offices (business employment) the payment by the applicant shall not exceed one week's wages in the employment furnished. The regulations provide for a refund to applicants of a specified part of the fee in those cases where they are discharged after being employed for only short periods of time. In Class II offices (domestics and laborers) the keepers are entitled to receive both from the applicant and from the employer a fee of 25 per cent of the first week's wages, or, in the case of day workers, a fee of 10 per cent of the day's pay. Provision is also made for refunds in specified cases.

To the extent that such information was obtained, the regulations relative to fees which intelligence office keepers are authorized to charge in other cities and towns in the State were found to be similar to those adopted by the Boston Licensing Board. In no case were specific amounts established as maximum fees. Complaints have occasionally been received by this Department charging that unreasonable fees have been exacted, but in all such cases the complaints have been referred to the licensing board or officials having jurisdiction in the respective municipalities. With reference to complaints made against intelligence offices in Boston the Licensing Board stated in its report for the year ending November 30, 1920, that "The few complaints made against these offices during the year have been thoroughly investigated. Such complaints were usually petty, but required considerable time for investigation."

The Department of Labor and Industries has no jurisdiction whatever either in the matter of licensing intelligence offices in this State or in inspecting them, but the law creating the Department authorizes the collection by it of certain classes of information, and, acting under this authority, the present inquiry was made. The results justify the conclusion that the law relative to the licensing of intelligence offices might well be strengthened in certain respects; that the responsibility for the enforcement of the law should rest in some central State Department; and that more explicit regulations governing the operation of the offices should be incorporated in the law, in order that the administration of the law may be more uniform in the several cities and towns.

LAW RELATIVE TO INTELLIGENCE OFFICES.

(General Laws, Vol. II, Chapter 140, §§ 41-46.)

SECTION 41. Whoever, without a license therefor, establishes or keeps an intelligence office for the purpose of obtaining or giving information concerning places of employment for domestics, servants or other laborers, except seamen, or for procuring or giving information concerning such persons for or to employers, or for procuring or giving information concerning employment in business, shall be punished by a fine of ten dollars for each day such office is so kept.

SECTION 42. The licensing board in Boston, the license commission in Lowell, the aldermen in other cities and the selectmen in towns, may, for the purposes mentioned in the preceding section, grant licenses to suitable persons, subject to sections two hundred and two to two hundred and five, inclusive, and may revoke them at pleasure.

SECTION 43. The keeper of an intelligence office shall not receive or accept any money from a person seeking employment through the agency of such office, unless employment of the kind demanded is furnished.

SECTION 44. If a person who receives employment through the agency of an intelligence office is discharged by his employer within ten days after the time of entering upon such employment, and such discharge is not caused by his inability, incompetence, refusal to perform the work required or other fault, the keeper of such intelligence office shall on demand refund to him five sixths of the amount paid to such keeper by the employer on account of such employment.

SECTION 45. City and town officers who are charged with the duty of granting licenses to keepers of intelligence offices shall cause sections forty-three to forty-six, inclusive, to be printed on every such license. They shall also cause to be prepared and shall furnish to each keeper of a licensed intelligence office copies of said sections, printed upon card-board in type of a size not smaller than pica, and each licensee shall conspicuously post three of said printed copies in each room occupied by him for the purpose of such intelligence office.

SECTION 46. If a keeper of an intelligence office violates any provision of the three preceding sections, his license may be suspended or revoked by the licensing authorities mentioned in section forty-two and he shall be punished by a fine of not less than twenty-five nor more than fifty dollars.

The Commonwealth of Massachusetts

ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE

YEAR ENDING DECEMBER 31, 1921

15

DEPARTMENT OF LABOR AND INDUSTRIES



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The Commonwealth of Massachusetts

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Superintendent.

Springfield.

CHESTER A. ALLEN,
Superintendent.

Federal Director of Employment Service.

E. LEROY SWEETSER, *Commissioner.*

ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

To the General Court.

The Fifteenth Annual Report on Public Employment Offices is respectfully submitted herewith. This report covers the activities of the three State offices and the cost of their maintenance during the year 1921, and data for prior years are presented for purposes of comparison. The result of a special inquiry made by the Department at the close of the year, and having a direct bearing on the employment problem in Massachusetts, is presented as an appendix to the report.

E. LEROY SWEETSER,
Commissioner of Labor and Industries.

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REPORT OF THE DIRECTOR OF PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

To the Commissioner of Labor and Industries.

This report constitutes the Fifteenth Annual Report on Public Employment Offices and has reference primarily to the operations, during the calendar year 1921, of the three State offices located, respectively, in Boston, Springfield, and Worcester. The statistical data herein presented, and more particularly the numbers of placements made, furnish a record of the services rendered by these offices to employers and applicants for employment during the year. The accomplishment in this respect is determined in considerable measure by the demand for and supply of labor, and, inasmuch as employment conditions in general are reflected in the work of the offices, a brief review of the labor market during the year is included in this report.

1. THE LABOR MARKET IN 1921.

The industrial depression which had already become evident in September, 1920, became very marked at the close of that year. A special survey¹ of employment in Massachusetts made by the Department of Labor and Industries in December, 1920, showed that the number of persons employed (267,197) during the week ending December 18, 1920, in 398 representative manufacturing establishments covered by the survey was less by 31.0 per cent than the maximum number (387,078) employed in these same establishments during any week in 1920. For the principal industries represented the corresponding percentages were as follows: Textiles, 36.1 per cent; boots and shoes, 41.0 per cent; metals and machinery, 18.5 per cent; paper and paper products, 21.4 per cent; jewelry, 32.2 per cent; leather goods (tanneries, etc.), 47.8 per cent; rubber goods, 35.3 per cent; garments, 28.0 per cent; and confectionery, 48.4 per cent.

¹ The results of this survey were published in some detail in the *Fourteenth Annual Report on Public Employment Offices, 1920*. See Appendix A on pages 43 to 48 of that report.

According to returns received from 1,363 labor organizations in Massachusetts, having an aggregate membership of 296,917, the number of members reported as unemployed at the close of December, 1920, was 94,553, or 31.8 per cent of the aggregate membership covered by the returns. The returns from the trade unions were of a later date (December 31, 1920) than those obtained from representative manufacturing establishments, and certain industries and trades other than manufacturing were represented in the trade union returns; nevertheless, there was a close agreement in the general results of the two inquiries. These data obtained from two very different sources — in the one case directly from employers' pay-rolls and in the other case from trade union officials — demonstrate quite conclusively that at least 30 per cent of the wage-earners in the industries represented were wholly unemployed at the close of 1920, and that many others were working on a part-time basis.

The cities industrially specialized, such as Lawrence, Fall River, and New Bedford (textile centers) and Brockton, Haverhill, and Lynn (boot and shoe centers), were the first ones seriously affected by the depression, but later it spread to practically all industries throughout the State. The metal and machinery trades, the building trades and transportation, which for a time were not seriously affected, began in the early months of 1921 to suffer as a result of curtailments in other industries.

At the close of March some improvement was noted in the boot and shoe industry, due to spring trade demands, and also greater activity in the textile mills was reported, but the increased employment in these two industries was largely offset by the addition to those still unemployed of many building tradesmen (including those on strike in Boston) and of large numbers of steam and electric railway employees and of employees in the metal and machinery trades.

During the spring and early summer the building trades became more active (although far from normal), and with the opening up of outside work on highways and farms some of the surplus labor was absorbed, furnishing employment principally to unskilled workmen, but no marked improvement was noted in the other principal industries or trades.

During the third quarter of the year the boot and shoe industry, which during the spring had improved somewhat,

suffered another decline, and the metal and machinery trades, which were the last group of trades to feel the effect of the depression, were in worse condition than at any time during the year. A source of great encouragement, however, was found in the fact that the textile industry was steadily recovering in all its branches.

No marked changes in industrial conditions were noted during the last quarter of the year, other than the usual seasonal increase in the number unemployed in the building trades, an increase observed during the winter months even in normal years. In the boot and shoe industry there was a further decrease in activity towards the close of the year. Continued improvement in the textile industry was noted, and unemployment in the metal and machinery trades decreased slightly. The small volume of foreign shipments was responsible for much unemployment among transportation employees.

In general, the year 1921 closed with nearly all industries still affected by the prolonged depression, and the only important industry showing any pronounced recovery was the textile industry, which, instead of producing at approximately 50 per cent of capacity as at the beginning of the year, was on an 85 per cent basis at the close of the year. Returns received at the close of December, 1921, from 1,026 local labor organizations in Massachusetts having an aggregate membership of 209,446, showed that 27.3 per cent were unemployed for all causes, a percentage which was only a few points lower than the corresponding percentage (31.8) for the close of December, 1920. Although there was less unemployment during the second and third quarters of the year than during the first and fourth quarters, nevertheless the entire year may be characterized as a year of continuous depression in nearly all of the important industries in the State.

2. WORK OF THE LOCAL OFFICES.

As a result of the depression, the State employment offices were overwhelmed with applicants for employment, many of whom were in destitute circumstances. The aggregate number of applications for positions at the offices during the year, including those from individuals who applied more than once,

was 551,492, while the total number of persons applied for by employers during the year was 36,110, making a ratio of applications to persons applied for of 15 to 1. In the case of males the ratio was 26 to 1 and in the case of females 5 to 1. Special efforts were made by the superintendents, registrars and field agents of the several offices to find positions for the great surplus of applicants, but with little success, because employers in comparatively few instances were adding to their forces, and whenever conditions justified resumption of activity the employees who had been laid off were given first consideration. Under these conditions, the work of the public employment offices in finding positions for applicants has by no means kept pace with the standard established during the war period and the year immediately following. Notwithstanding the marked reduction in the number of persons applied for by employers, however, the number of placements made by the three State offices during the year under review has not fallen below the average for the years immediately preceding the war. During the year 1921 the total number of positions reported filled by the three offices was 28,556 as compared with 37,520 during the year 1920, showing a decrease of 23.9 per cent in the number of positions filled. Although the number of positions reported filled fell off materially, yet, in view of the fact that the depression has resulted in a very large reduction in the number of persons applied for by employers, this report is not altogether discouraging. In fact, the number of persons called for by employers fell from 58,575 during the year 1920 to 36,110 during the year 1921, or 38.4 per cent, whereas the number of positions reported filled, as stated above, decreased by only 23.9 per cent.

Statistical reports of the business transacted at the local offices are made out at the close of each day and forwarded to the administrative office at the State House, where they are carefully examined and tabulated upon a uniform basis. In the following table the principal data relative to the offices, considered as a group, are presented for the year 1921, with corresponding data for 1920. Information with reference to the work of the several offices appears in the reports of the respective superintendents in charge and in the detailed statistical tables at the end of this report.

Consolidated Summary of Business of the Three State Offices during the Year ending December 31, 1921, with Comparable Data for 1920.

CLASSIFICATION.	1921			1920	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1920)	
Applications from <i>Employers</i> . . .	—	—	29,515	41,860	—29.5
<i>Individual Employers</i> who Applied for Help.	—	—	10,328	11,148	—7.4
<i>Persons Applied for</i> by Employers . .	16,712	19,398	36,110	58,575	—38.4
<i>Positions offered</i> Applicants . . .	21,292	22,233	43,525	65,932	—34.0
Positions Reported Filled . . .	13,216	15,340	28,556	37,520	—23.9
Individuals for whom <i>one Position only</i> was secured.	5,541	3,164	8,705	14,157	—38.5
Individuals for whom <i>more than one Position</i> was secured.	1,760	1,858	3,618	4,447	—18.6
Total for whom Positions were secured .	7,301	5,022	12,323	18,604	—33.8

The total number of individuals for whom positions were found during the year was 12,323, for 8,705 of whom *one position only* was secured and for 3,618 of whom *more than one position* was secured. The number of individuals for whom more than one position was secured in 1921 was purposely held to a minimum because it was desired to place as large a number of individual applicants as possible while there were so many unemployed.

During the year 1921 the total number of applications for help received from employers was 29,515, as compared with 41,860 applications during the previous year, showing a decrease of 29.5 per cent. The number of individual employers who applied for help decreased from 11,148 in 1920 to 10,328 in 1921, or 7.4 per cent, and the number of persons applied for decreased from 58,575 to 36,110, or 38.4 per cent. Of the 36,110 persons applied for by employers in 1921, 28,556, or 79.1 per cent, were supplied by the offices, whereas, in 1920, only 64.1 per cent of the persons applied for were furnished.

3. COST OF OPERATION.

The following summary table shows, for the fiscal year ending November 30, 1921, the expenditures on account of the three public employment offices, the number of "placements" (positions furnished to applicants), and the per capita cost of the placements made, and similar data for the fiscal year ending November 30, 1920, are also presented for purposes of comparison: —

Expenditures, Number of Placements, and Per Capita Cost of Placements.

OFFICES.	EXPENDITURES		NUMBER OF PLACEMENTS		PER CAPITA COST OF PLACEMENTS	
	1920	1921	1920	1921	1920	1921
Boston	\$28,863.88	\$30,880.68	17,669	11,833	\$1.63	\$2.61
Springfield	14,419.59	15,033.15	12,511	9,701	1.15	1.55
Worcester	9,274.64	9,862.76	8,739	7,065	1.06	1.40
Totals	\$52,558.11	\$55,776.59	38,919	28,599	\$1.35	\$1.95

The total expenditures on account of the maintenance of the three offices during the fiscal year ending November 30, 1921, amounted to \$55,776.59, as compared with \$52,558.11 during the fiscal year ending November 30, 1920, showing an increase of \$3,218.48, or 6.1 per cent, a considerable part of which was for necessary increases in salaries, rentals, and alterations of offices.

Based on the total expenditures on account of the three offices, considered as a group, the per capita cost of placements was \$1.95 for the fiscal year ending November 30, 1921, as compared with \$1.35 for the fiscal year ending November 30, 1920. This increase in the cost of placements during the last fiscal year was in large measure due to the decrease in the number of placements made during the year of depression.

In computing the per capita cost of placements by the offices, the expenditures for rent, janitor service, telephone service, and certain other contingent expenses are included in the cost of operation, whereas in some States where furnished quarters are located in public buildings, these items are not included in the

statement of expenditures, and, consequently, the per capita cost of placement is relatively low. Furthermore, the definition of the term "placements" as used in the several States varies. Thus, in Massachusetts, those persons only who have been reported as engaged by the employers to whom they were referred have been recorded as placed, whereas in certain other States all persons who are referred to positions, whether definitely known to have been engaged or not, are recorded as placed.

4. PLACEMENT OF SOLDIERS, SAILORS, AND MARINES.

No appropriation for the specific purpose of securing positions for ex-service men was required during the past year, but the employees in the three State offices were instructed, wherever practicable, to give preference to veterans in referring applicants to positions. In the following table data are presented showing for each of the three offices the number of soldiers, sailors, and marines who were registered for the first time, the number referred to positions, and the number reported placed during each of the years 1920 and 1921:—

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed in 1921 and 1920.

OFFICES.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1920	1921	1920	1921	1920	1921
Boston	2,045	892	3,141	1,511	1,262	821
Springfield	491	145	1,665	680	969	484
Worcester	504	183	1,008	471	515	353
Totals	3,040	1,220	5,814¹	2,662¹	2,746¹	1,658¹

¹ The number referred to positions and the number reported placed include duplications of individuals who were referred to more than one position or placed in more than one position.

As shown in the above table, the number of soldiers, sailors, and marines who were registered for the first time in 1921 was only 1,220, or about 40 per cent of the corresponding number (3,040) who were registered in 1920, but with the elapse of over two years since the discharge of men from the service it would naturally be supposed that nearly all ex-service men would have

secured permanent employment. There was a corresponding decrease in the number referred to positions (from 5,814 in 1920 to 2,662 in 1921) and in the number reported placed (from 2,746 in 1920 to 1,658 in 1921). Attention should be called to the fact that the number referred to positions includes individuals who were referred to *more than one* position during the year specified, and, likewise, the number reported placed includes individuals who were placed in *more than one* position during the year specified, whereas the number of new registrations includes no duplications of individuals, except a comparatively small number in 1921 who may also have been registered in 1920.

5. CHANGE OF LOCATION OF THE BOSTON OFFICE.

On October 1, the Boston office, which since its establishment in 1906 had been located at 8 Kneeland Street, was removed to a more attractive location at 23-25 Pearl Street, near Post Office Square, and almost directly opposite the new Federal Reserve Bank. The new location is much more central, and it is already evident that there has been a distinct improvement in the class of applicants for positions visiting the office and in the character of positions offered by employers. The change of location resulted in a temporary decrease in the number of applications for positions, more particularly of hotel and restaurant employees, many of whom either had not learned of the removal of the office or were not disposed to walk a further distance to its new location. Fewer chefs seeking waiters and others for hotels and restaurants have visited the office since the change of location, but other employers, most of whom are accustomed to communicate with the office by telephone or mail, continued to send their orders, evidently without being inconvenienced by the change. On the other hand, the change to the new location has resulted in an increase in several branches of work, such as the placement of longshoremen, shippers, metal tradesmen, and employees in wholesale and retail business houses to which the office is now more accessible.

6. ESTABLISHMENT OF A MERCANTILE OFFICE IN BOSTON.

By authority of the Governor and Council, arrangements have been made for opening a mercantile office at 25 Tremont Street, Boston, early in January, 1922. This office, it is believed, will render better service to mercantile employees, such as clerks, stenographers, and bookkeepers, than could be offered at the Pearl Street office, where all classes of help are given consideration. The establishment of this separate mercantile office, centrally located in the business section of the city, makes possible the extension of the public employment service to a field that has not been adequately covered in Boston.

7. CO-OPERATION WITH THE UNITED STATES EMPLOYMENT SERVICE.

The co-operative agreement adopted in January, 1920, and continuing in effect during 1920 and 1921, provides for the payment of the salaries of two Federal employees, one of whom is officially stationed in Boston and the other in Springfield. The Federal office also contributes a small sum for certain contingent expenses, and has granted the use of the franking privilege to designated officials in the State service, thus effecting a large saving in postage to the Commonwealth.

In addition to administering the three State employment offices under the direction of the Commissioner of Labor and Industries, the Director is also Assistant Federal Director of the United States Employment Service, and with the approval of the Commissioner is now co-operating with some sixteen civic organizations which are engaged in placement work, most of which organizations charge no fee for services.

The Department also assists the United States Employment Service in taking a monthly survey relative to the number on pay-rolls of principal industrial establishments in eight Massachusetts cities.

Arrangements have been made with the Director-General of the United States Employment Service for co-operation in maintaining the proposed mercantile office in Boston, in accordance with which a portion of the rental will be contributed

by the Federal office, and one of the two Federal employees will be assigned to that office as examiner-in-charge, who will be assisted by two State employees to be transferred from the Pearl Street office.

8. SPECIAL INQUIRIES.

For the purpose of answering inquiries with reference to the agencies through which gratuitous information can be obtained relative to opportunities for employment, the Department has endeavored to obtain a list of all non-commercial employment agencies in the city of Boston and to show in connection with each agency listed the address and telephone number, the name and official position of the person in charge, the classes of applicants for employment to whom special attention is given, and the customary office hours.¹

The results of an inquiry into the operation of intelligence offices in Boston are presented as an appendix to this report.² The facts cover a period of 11 months, ending November 30, 1921, and relate to the location of the offices, name and title of official in charge, the hours open for business, class of applicants served, scale of fees charged for service, number of placements made, and the total amount received in fees during the period.

9. PERSONNEL.

The number of permanent employees in the three public employment offices at the close of the year was 38, of whom 20 were employed in the Boston office, 11 in the Springfield office, and seven in the Worcester office. During the year two of the employees resigned and the vacancies were promptly filled.

Mr. G. Harry Dunderdale, who has been connected with the Boston office since its establishment in 1906, and who was appointed as Superintendent on May 1, 1915, has continued in charge of that office. The Superintendent of the Springfield office, Mr. Chester W. Allen, appointed January 1, 1909, and the Superintendent of the Worcester office, Mr. William A. Wilder, appointed May 1, 1918, remain in charge of their respective offices.

¹ This information was published under the title "Directory of Non-Commercial Employment Agencies in Boston" as an article in the *Massachusetts Industrial Review* No. 7 (March, 1922) and also reprinted in booklet form for separate distribution.

² See Appendix A, on pages 43 to 47.

These superintendents and the registrars and clerks associated with them have rendered very faithful service during the past year, and, while the records show a marked reduction in the number of persons placed by the several offices when comparisons are made with the records for prior years, the reduction should be attributed to labor market conditions during the year of depression rather than to any lack of zeal on the part of the employees in the offices. They should be commended for the efficient performance of their duties under conditions which called for the exercise of much tact and patience in dealing with applicants for positions, many of whom, in their anxiety to find employment, were unduly persistent and unreasonable in their demand for consideration.

Respectfully submitted,

ROSWELL F. PHELPS,
Director, Public Employment Offices.

REPORTS OF THE SEVERAL OFFICES.

THE BOSTON OFFICE: 23-25 PEARL STREET.¹

G. HARRY DUNDERDALE, *Superintendent*.

Introductory. The Boston office was opened on December 3, 1906, and has been in continuous operation for over 15 years. In no year of its existence has the work of the office been so seriously affected by industrial depression as during the year 1921. The curtailment of activities in all industries and trades has resulted in a marked reduction in the number of persons called for by employers and in the number of persons for whom positions could be found, while there was an unprecedented increase in the number of applications for positions. Because of the great excess in the number of applicants over the number of positions available, the registrars and their assistants were required to interview two or three times as many applicants as in normal years, with less actual results to show for their efforts.

During the period of depression many applicants for employment have called at this office with letters of introduction from ministers, philanthropists, social workers and others, requesting that special efforts be made to secure employment for the bearers of the letters. These applicants naturally felt confident that with such letters of introduction they would be given preference in assignment to positions. The Superintendent, who handled all these cases personally, frequently found it difficult to convince these applicants that there were no positions available which they were qualified to fill. Their disappointment was therefore keen and they were insistent that the party who sent them to the office assured them that they could obtain employment immediately.

Usually the attitude of applicants for employment who have been out of work for only a short time is one of complacency because they are confident that they will soon obtain a position,

¹ Removed from 8 Kneeland Street to 23-25 Pearl Street on October 1, 1921.

but as the days pass without their finding employment they become anxious and unreasonably insistent that a position be found for them. The registrars must then explain to them that a public employment office cannot find a position for them when the employers are not adding to their force of employees, but that as soon as a position is available they will be notified. Nevertheless, some of the applicants, whose financial resources have become exhausted, become abusive and declare that the State should provide work for them.

Statistical Summary. In the following table are presented data showing the number of offers of positions to applicants, the number of positions reported filled, the number of persons furnished employment, and the number of persons applied for by employers during the period December 1, 1911, to December 31, 1921, comprising 10 years and one month: —

Summary of Business from December 1, 1911, to December 31, 1921.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30					Dec. 1, 1916, to Dec. 31, 1917 ¹	YEAR ENDING DECEMBER 31				TOTALS
	1912	1913	1914	1915	1916		1918	1919	1920	1921	1912- 1921 ²
Offers of positions	61,051	58,324	37,117	30,532	42,506	43,032	40,493	34,265	35,091	22,317	404,728
Positions reported filled	19,554	20,971	15,724	14,491	19,120	18,747	18,125	16,885	16,910	11,734	172,261
Persons furnished employment.	12,216	12,981	9,148	8,416	10,774	10,971	11,743	10,235	11,022	7,021	104,527
Persons applied for by employers.	26,749	26,956	19,453	17,847	29,172	28,848	28,812	28,272	29,161	15,729	250,999

¹ Covering a period of 13 months.

² Ten years and one month.

During the year 1921 the total number of positions reported filled by the office was 11,734 as compared with 16,910 during the year 1920, showing a decrease of 30.6 per cent, but the decrease in the number of positions reported filled was not relatively as great as the decrease in the number of persons applied for by employers, for the records show that in 1921 the number of persons applied for by employers was 15,729 as compared with 29,161 in 1920, showing a decrease of 46.1 per cent.

The number of individual employers or firms who applied at the office for help in 1921 was 4,270, of whom 92 were non-resident, representing the New England States, New York, New

Jersey, Pennsylvania, North Carolina, South Carolina, Illinois, Florida, Ohio, and Minnesota.

The total number of individual applicants for employment for whom positions were secured in 1921 was 7,021 as compared with 11,022 in 1920, a decrease of 36.3 per cent. Of the 7,021 individual applicants for whom positions were found in 1921, 3,951, or 56.3 per cent, were males and 3,070 were females. Of the 3,951 male applicants who secured positions, 2,655, or 67.2 per cent, were native born and 1,296, or 32.8 per cent, were foreign born. Of 3,070 female applicants who secured positions, 1,730, or 56.4 per cent, were native born and 1,340, or 43.6 per cent, were foreign born.

All positions available were distributed as widely as possible, and of the 7,021 individuals for whom positions were found during the year, only 1,854 were referred to more than one position, and these, for the most part, were day workers for domestic work, of whom the supply was not greatly in excess of the demand. Many of these women were obliged to secure work in order to supplement the family income at a time when their husbands or sons were without remunerative employment, while others were widows having children to support, who were seeking employment as day workers or office cleaners in order that they could continue to maintain their homes and not have their children taken from them and placed in institutions.

Placement of Soldiers, Sailors, and Marines. Notwithstanding the industrial depression, the number of soldiers, sailors, and marines who registered at the Boston office in 1921 was much less than in 1920. In the following table data are presented showing, by months, the number of new registrations, the number referred to positions, and the number reported placed during each of the years 1920 and 1921:—

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed by the Boston Office in 1921 and 1920.

MONTHS.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1920	1921	1920	1921	1920	1921
January	145	66	225	101	94	52
February	147	71	244	108	98	49
March	215	59	325	99	127	47
April	262	77	508	135	206	64
May	275	82	398	128	177	58
June	140	80	244	128	83	75
July	144	65	214	117	96	60
August	201	69	271	117	106	70
September	200	86	274	157	116	85
October	181	85	231	146	80	85
November	83	64	118	121	39	81
December	52	88	89	154	40	86
Totals	2,045	892	3,141	1,511	1,262	812

¹ The monthly and annual totals include duplications of individuals who were referred to more than one position, or placed in more than one position.

The number of new registrations in 1921 was 892, or only about 43.6 per cent of the corresponding number in 1920. The number referred to positions in 1921 (including some duplications of individuals) was 1,511, of whom 812 (also including some duplications of individuals) were reported as placed, whereas in 1920 the corresponding numbers were 3,141 referred to positions and 1,262 reported placed. The employment bureau for soldiers and sailors, conducted by the American Legion in its offices in the State House, has given special attention to the placement of ex-service men and this will explain, no doubt, why the State office has not been called upon to serve a very large number of these men. Furthermore, it may be true that these men are less inclined to advise the registrars of their former connection with the service than they were shortly following their dismissal from the service.

Change of Location. The Boston office, which since its establishment in 1906 has been located at 8 Kneeland Street, was

removed on October 1, 1921, to a more central location in the business district and to more commodious quarters at 23-25 Pearl Street. The change of address and telephone number resulted for a short time in some decrease in the number of applications for positions and in the number of orders from employers, but by advertising and by mailing announcements of the change of address to employers this temporary embarrassment was soon overcome.

Mercantile Employees. Arrangements have been made for the opening of a "Mercantile Employment Office" at 25 Tremont Street, Boston, to which will be referred all orders for office employees and salespeople and all applicants for positions in offices and stores. The establishment of an office for the purpose of giving special attention to this branch of work is in the nature of an experiment, but it is believed that much better service can be rendered both to employers and applicants for employment at a separate office than at the Pearl Street office, where skilled mechanics, unskilled laborers, and domestic workers constitute a very large proportion of the total number of applicants for employment.

Follow-up Work. An employment office cannot be fully efficient unless it serves, equally well, the interests of employers and employees. During the past year the plan of sending out registrars from the office for a few hours each week to have personal interviews with employers has been extended. By this means it is possible to determine whether or not the office is serving the employers' requirements and at the same time to secure new orders for employees. Likewise, the manifestation of a continued interest in the welfare of employees for whom positions have been secured frequently results in their advising the office as to vacancies which come to their attention either in the establishment where they are employed or elsewhere. Thus, through such a "follow-up system" may be built up an enthusiastic clientele, including both employers and employees, who become helpful in the extension of the work of the office and in improving its methods of operation.

THE SPRINGFIELD OFFICE: WATER AND WORTHINGTON STREETS.

CHESTER W. ALLEN, *Superintendent.*

Introductory. The Springfield office was opened September 4, 1907, on Bridge Street, was removed in 1912 to its present location on the corner of Water and Worthington Streets, and has been in operation for over 14 years. The almost continuous growth in business of the office since its establishment was interrupted by the industrial depression during the winter of 1914 and 1915, but not to the extent that it was affected by the depression during the past year.

The records show that during no month of the year 1921 did the number of persons called for by employers exceed the number called for during the corresponding month in 1920, and in June and November only did the number of positions reported filled exceed the number reported filled during the corresponding months of 1920. Continued unemployment, with many industries operating on part-time or with a greatly reduced force, and a few plants shut down entirely during a part of the year, is, briefly, a description of industrial conditions in the Springfield district in 1921.

Statistical Summary. In the following table data are presented showing the number of offers of positions to applicants, the number of positions reported filled, the number of persons furnished employment, and the number of persons applied for by employers during the period December 1, 1911, to December 31, 1921, comprising 10 years and one month:—

Summary of Business from December 1, 1911, to December 31, 1921.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30					Dec. 1, 1916, to Dec. 31, 1917 ¹	YEAR ENDING DECEMBER 31				TOTALS
	1912	1913	1914	1915	1916		1918	1919	1920	1921	
Offers of positions	11,077	12,372	7,913	9,615	17,617	19,408	19,687	18,201	16,742	12,081	144,713
Positions reported filled	5,392	6,325	4,685	6,106	10,999	12,344	12,576	12,287	12,044	9,689	92,447
Persons furnished employment.	2,819	2,965	2,032	2,528	4,264	4,324	5,187	4,438	4,203	3,062	35,822
Persons applied for by employers.	7,845	9,229	6,263	7,571	14,726	16,972	18,823	17,042	17,038	11,807	127,316

¹ Covering a period of 13 months.² Ten years and one month.

The total number of persons called for by employers during the year 1921 was 11,807 (5,832 males and 5,975 females) as compared with 17,038 (11,304 males and 5,734 females) in 1920, and the total number of positions reported filled in 1921 was 9,689 (4,860 males and 4,829 females) as compared with 12,044 (7,904 males and 4,140 females) who were reported placed in 1920. Positions were secured for 3,062 individual applicants as compared with 4,203 in 1920. The number of male applicants for whom positions were secured was 1,919 as compared with 3,287 in 1920, while 1,143 females were placed in employment in 1921, or 227 more than during the previous year. Of the 1,919 males who secured employment, 1,244, or 64.8 per cent, were native born; while of the 1,143 females, 741, or 64.8 per cent, were native born.

During the year, 101,640 persons were interviewed by the registrars of employment (88,440 in the men's department and 13,200 in the women's department) as compared with 42,993 interviewed in 1920 (35,777 in the men's department and 7,216 in the women's department). A larger percentage of the positions offered by employers was filled in 1921 than in 1920, 80.2 per cent having been filled in 1921 as compared with 71.9 per cent in 1920.

Since the office first opened in September, 1907, 15,392 individual employers have applied for help, of whom 3,291 have placed orders this year. Of these 3,291 individual employers, 1,877 have applied in former years and 1,414 used the office for the first time; 73 were not residents of Massachusetts. The total number of employers who placed orders for help during the year showed a gain of 13 per cent over the number in 1920, and the number of those who placed orders for the first time showed a gain of 43 per cent.

Skilled Males. The demand for men in the metal trades was dull throughout the year. Few calls for all-round machinists were received. There was also a large decrease in the demand for machine operators, although the number called for was eight times greater than in the case of machinists. A large percentage of the orders for this class of help was received in August, September, October, and November. There were very few positions open for molders, welders, or machine woodworkers.

Of the orders for men in the metal trades, 57 per cent were filled. That the percentage was not greater was due in part to the fact that positions were often filled before the registrar could refer applicants, as men in the metal trades were available at all times.

The demand for skilled workmen in the building trades was fair throughout the year, and the demand for carpenters was greater than that for men in any other of the building trades. Many of the carpenters were employed on repair work, with the exception of a few who were sent to work in New York State. The demand for painters was also fair and the number of men applying was large, but the demand for masons, bricklayers, lathers, and plasterers was small. About 75 per cent of the orders for men in the building trades were filled.

Auto painters, stripers, rubbers, varnishers, and body men were in fair demand until August, although at no time was the supply sufficient to readily fill the positions with first-class men. In the printing trades first-class printers, compositors, and cylinder-press feeders were scarce, and about 30 per cent of the positions open were filled. There were 21 positions offered for stationary engineers and eight were filled. Firemen were plentiful, 25 being called for and 19 placed. Chauffeurs were at all times numerous, but were not in great demand, and most of the positions offered were readily filled. Machine helpers or boys for apprentice work were not in demand. Of the total number of positions open in the men's skilled help department, 60 per cent were filled.

Unskilled Males. There was very little demand for common laborers throughout the year, while the number of orders received for casual workers and general workers was only fair. There were at all times so many men out of work that no difficulty was experienced in readily filling these positions. The usual demand for hotel and restaurant work during the summer months was lacking this year and all openings were easily filled. Men seemed more disposed to retain their positions during the depression than for several years past.

Farm Labor. The supply of farm help was sufficient throughout the year to fill all the farm positions where a reasonable wage was offered and where the location of the farm was not

at too great a distance from Springfield. The total number of persons called for by employers for agricultural work during 1921 was 1,124 (1,027 men and 97 women), and the total number reported placed was 851 (754 men and 97 women). The women were employed during the tobacco harvest and were hired at the office and transported in trucks to the farms. Of the total number of positions in agricultural work offered by employers, 75.7 per cent were filled. During the tobacco harvest in August 319 persons were called for and 281 were placed. The wages offered to single farm hands ranged from \$30 to \$40 per month with board and room, although in a few cases higher wages were offered. For married men the wages offered ranged from \$50 to \$65 per month with house rent, fuel, milk, and in some cases vegetables.

Women and Girls. Industrial conditions throughout the year have been such that business in the women's department has been chiefly confined to domestic lines. The office and shop positions offered have been easily filled. Lists of available applicants have been on file whenever the demand seemed to warrant it. Women and girls applied for store and office positions in increasing numbers until, in November, applicants for such positions constituted a large majority of the total number of female applicants for positions.

Competent general maids with references were scarce. More general maids were placed each month, beginning in January, than during any prior month since the close of the war. In May a number of young Irish girls who had recently arrived were placed. These, together with a few English and Scotch who applied for various kinds of work, were the only immigrant applicants. Hotels and restaurants seldom had any difficulty in securing help, but institutions were not as successful in this respect. It was difficult to secure an adequate number of cooks, kitchen maids, and laundresses. Except during December there was an oversupply of waitresses, especially for restaurants.

In January, so many women applied for day work that it seemed best to keep a record of the oversupply. The change from a shortage had come so quickly that one needed the actual figures to realize its significance. During the year there were

7,404 applications by women for day work, including applications from many women who applied more than once, and 4,130 positions were reported filled.

Special efforts were made to distribute the day work as widely as possible, so that new workers could be helped to find work and additional families could be aided in this way. Fortunately, the demand was good, owing to the continued scarcity of competent maids. Late in July and throughout August nearly a hundred girls and women were sent out to work on tobacco.

Soldiers, Sailors, and Marines. Much attention has been given during the year to the placement, in permanent positions, of honorably discharged service men, and, with the continued co-operation of employers, fair success has been attained. An employee of the United States Employment Service, assigned to this office, has devoted a portion of his time to the placement of handicapped ex-service men, or of others who were in special need of work. In the following table data are presented showing, by months, the number of new registrations, the number referred to positions, and the number reported placed in 1920 and 1921:—

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed by the Springfield Office in 1920 and 1921.

MONTHS.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1920	1921	1920	1921	1920	1921
January	42	6	170	58	94	41
February	47	5	196	65	131	57
March	105	11	256	64	142	46
April	58	21	163	52	96	33
May	47	11	148	47	86	27
June	58	12	159	33	101	17
July	26	11	101	36	61	15
August	55	22	170	89	94	62
September	23	8	114	52	72	37
October	19	15	90	64	35	48
November	8	16	59	83	34	69
December	3	7	39	37	23	32
Totals	491	145	1,665	680	969	484

¹ The monthly and annual totals include duplications of individuals who were referred to more than one position, or placed in more than one position.

The number of new registrations in 1921 was only 145 as compared with 491 in 1920. The number referred to positions (including individuals who were referred to more than one position) decreased from 1,665 in 1920 to 680 in 1921, and the number reported placed (including duplications of individuals) decreased from 969 to 484. The very marked reductions noted were probably due to the fact that a large percentage of those who served during the war have already obtained permanent positions, and that many of those who applied for positions in 1921 were temporarily out of employment or did not wish a permanent position.

Special Service. Field work has been carried on throughout the year by registrars who have been assigned to this work from time to time. The cases of handicapped persons and of others who needed individual attention were taken up directly with employers in order to secure suitable positions for such persons. Visits have been made to manufacturers and other employers of labor not only to obtain orders but also to explain the facilities of the office for supplying competent help and to inquire as to whether or not the service rendered was satisfactory. Publicity has been maintained by publishing in the press monthly reports of the business of the office and surveys of industrial conditions. News items concerning labor conditions and employment problems have also been published from time to time. Newspaper advertising has been done to a limited extent.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. WILDER, *Superintendent*.

Introductory. The Worcester office was opened September 15, 1913, at its present location and has been continuously operated for over eight years. The records of the office for 1921 show the effect of the business depression on the work of the office. Not since the depression during the winter of 1914-15 has there been such a small demand for help from employers, nor has such a small number of positions been filled. During only one month of the year, December, did the business transacted exceed that for the corresponding month in 1920.

With the office filled from day to day with applicants seeking employment, and with only comparatively few orders being received for help, various methods were adopted in order to find positions for applicants. Visits were made to factories and mercantile establishments, letters were sent to housekeepers and industrial concerns both in and out of the city, and want advertisements in the newspapers were closely watched and answered. By these methods some additional positions were found, but for the most part they were of a temporary character.

Statistical Summary. For the purpose of showing, comparatively for a series of years, the extent to which the office has been able to serve employers and applicants for employment, the following data are here presented:—

Summary of Business from September 15, 1913, to December 31, 1921.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Dec. 1, 1916, to Dec. 31, 1917 ²	YEAR ENDING DECEMBER 31				TOTALS
	1913 ¹	1914	1915	1916		1918	1919	1920	1921	
Offers of positions .	1,822	7,561	10,365	16,515	17,887	17,519	14,258	14,099	9,127	109,153
Positions reported filled.	552	3,176	5,150	8,398	9,681	9,034	8,443	8,566	7,133	60,133
Persons furnished employment.	479	2,152	3,156	4,137	4,282	4,489	3,422	3,379	2,240	27,736
Persons applied for by employers.	1,089	4,387	7,316	15,152	16,253	14,923	12,941	12,376	8,574	93,011

¹ Office open two and one-half months only in 1913.² Covering a period of thirteen months.³ Eight years and three and one-half months.

The total number of positions reported filled by the office in 1921 was 7,133 as compared with 8,566 filled in 1920, showing a decrease of 16.7 per cent, but this decrease was, relatively, not as great as the decrease in the number of persons applied for by employers, — from 12,376 in 1920 to 8,574 in 1921, or 30.7 per cent.

During the year 2,240 individual applicants (1,431 males and 809 females) secured positions through the office. Of the males, 1,112 secured one position and 319 more than one; 762 were native born and 669 foreign born; 919 were single and 512 married. Of the females, 491 secured one position and 318 more than one; 401 were native born and 408 foreign born, 388 were single and 421 married.

The number of individual employers who applied at the office for help during the year was 2,767, and of this number 1,239 applied for the first time. Only 21 of the employers who placed orders were non-residents.

Males. The number of placements in the men's department in 1921 was 2,847, or 33.4 per cent less than the number (4,277) placed in 1920. There was practically no demand for machinists, as the machine tool industry, one of the most important industries in the Worcester district, was very inactive throughout the entire year. A few tool makers and machine operators were hired through the office at odd times, whereas in former years such workmen constituted a large percentage of the total number of skilled males placed by this office.

Increased activity in the textile mills was reported as early as March, 1921, and orders for weavers, spinners, and loomfixers were received. The number called for was small at first, but gradually increased until August when a decrease was noted, and at the close of the year comparatively few orders for these operatives were received.

A very small number of orders for building mechanics and helpers was received because contractors were able to engage on the job about all help required. During September and October a number of carpenters and painters were placed on temporary work, mostly repairing. The number of stationary engineers hired through the office compared favorably with other years and at no time was there a great surplus, but the

placements of stationary firemen constituted only a small percentage of those available. The demand for men in other trades and for clerical help continued small during the year.

Many of the applicants for employment were willing to accept work of any kind, and, consequently, the task of selecting a few for the small number of unskilled positions offered was no easy one, and there was very little to offer except temporary jobs. The ice storm in November provided emergency employment for a number of laborers. There was a large supply of woodsmen in the fall, but very little demand for their services. Fewer farm hands were called for than in 1920 but more were placed. The average wage offered was about \$35, and, although applicants for this work were numerous, at no time was there an oversupply of experienced farm hands and milkers.

Females. The work of the women's department was much less seriously affected by the depression than was that of the men's department. The number of positions filled in 1921 was 4,286, or only three less than in 1920, but there was a noticeable change in the desirability of the positions offered. Comparatively few orders for office employees were received, except during the later months of the year when some improvement was noted. During the early part of 1921 few positions for factory workers were offered. Later in the spring and summer, orders for woolen weavers and drawers-in were received, but most of the mills were at a distance and for this reason many of the applicants declined to accept the positions. Press operators and bench hands were needed in the fall and many were placed. Several canvassers, for work entirely on a commission basis, were hired through the office.

Because of the lack of orders for factory workers there was a large increase in the number of applications for work in hotels and institutions, but very few orders were received for such workers. Even in the summer there was no large demand for help at the resorts. Girls seeking domestic work applied in greater numbers than for several years past, but many of them were not disposed to accept the positions because they considered the wages inadequate or the working conditions unsatisfactory. With a large and exceptionally good class of day workers on hand every morning it was possible to fill nearly all positions offered.

Soldiers, Sailors, and Marines. Continued endeavor was made during the year to find positions for ex-service men. The following table furnishes a record of this work during the years 1920 and 1921:—

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed by the Worcester Office in 1920 and 1921.

MONTHS.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1920	1921	1920	1921	1920	1921
January	45	15	101	36	46	23
February	45	6	80	21	25	16
March	67	20	121	47	47	37
April	66	10	109	42	41	31
May	41	15	84	40	43	24
June	42	17	80	46	36	27
July	70	13	130	33	80	27
August	50	13	110	37	58	29
September	26	9	72	44	44	38
October	26	19	54	45	42	38
November	19	20	41	42	24	37
December	7	26	26	38	29	26
Totals	504	183	1,008	471	515	353

¹ The monthly and annual totals include duplications of individuals who were referred to more than one position, or placed in more than one position.

The data presented in the foregoing table show that there was a marked decrease in the number of ex-service men who applied for positions at the office in 1921 when compared with the number who applied in 1920. Likewise there was a decrease in the number referred to positions and in the number reported placed. Attention should be called to the fact that in each year a large number of men were referred to more than one position and also that a large number were placed in more than one position. This will explain why the numbers referred to positions and the numbers reported placed (which included duplications of individuals) exceeded the corresponding numbers of new registrations in each year.

STATISTICAL TABLES.

TABLE I. — *Summary of Business of All Offices from December 1, 1910, to December 31, 1921.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30						Dec. 1, 1916 to Dec. 31, 1917 ³	YEAR ENDING DE- CEMBER 31				TOTALS 1911- 1921
	1911	1912	1913 ¹	1914 ²	1915 ²	1916 ²		1918	1919	1920	1921	
Offers of positions	58,172	74,089	74,113	53,858	51,580	78,157	80,734	77,699	66,724	65,932	43,525	724,583
Positions reported filled.	21,158	26,587	29,117	24,710	26,689	39,865	41,155	39,735	37,615	37,520	28,556	352,707
Persons furnished employment.	13,205	15,711	16,835	13,644	14,304	19,413	19,577	21,419	18,095	18,604	12,323	183,130
Persons applied for by employers.	30,632	36,834	39,230	31,565	33,906	60,782	62,541	62,558	58,255	58,575	36,110	510,988

¹ The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August), and two and one-half months for the Worcester office.

² The figures for 1914, 1915, and 1916 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office.

³ The figures for 1917 are for 13 months for the Boston, Springfield, and Worcester offices and four months for the Fall River office, this office having been discontinued March 31, 1917.

TABLE II. — *Summary of Business of the Boston Office during the Year ending December 31, 1921, with Comparable Data for 1920.*

CLASSIFICATION.	1921			1920	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1920)	
Applications from Employers . . .	-	-	13,122	21,635	-39.35
Individual Employers who Applied for Help.	-	-	4,270	5,455	-21.72
Persons Applied for by Employers .	7,469	8,260	15,729	29,161	-46.06
Positions offered Applicants . . .	11,107	11,210	22,317	35,091	-36.40
Positions Reported Filled . . .	5,509	6,225	11,734	16,910	-30.61
Individuals for whom one Position only was secured.	3,123	2,044	5,167	8,832	-41.50
Individuals for whom more than one Position was secured.	828	1,026	1,854	2,190	-15.34
Total for whom Positions were secured .	3,951	3,070	7,021	11,022	-36.30

TABLE III. — *Summary of Business of the Springfield Office during the Year ending December 31, 1921, with Comparable Data for 1920.*

CLASSIFICATION.	1921			1920	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1920)	
Applications from Employers . . .	—	—	9,187	10,960	—16.18
Individual Employers who Applied for Help.	—	—	3,291	2,908	+13.17
Persons Applied for by Employers .	5,832	5,975	11,807	17,038	—30.70
Positions offered Applicants . . .	6,012	6,069	12,081	16,742	—27.84
Positions Reported Filled . . .	4,860	4,829	9,689	12,044	—19.55
Individuals for whom one Position only was secured.	1,306	629	1,935	2,816	—31.29
Individuals for whom more than one Position was secured.	613	514	1,127	1,387	—18.75
Total for whom Positions were secured .	1,919	1,143	3,062	4,203	—27.15

TABLE IV. — *Summary of Business of the Worcester Office during the Year ending December 31, 1921, with Comparable Data for 1920.*

CLASSIFICATION.	1921			1920	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1920)	
Applications from Employers . . .	—	—	7,206	9,265	—22.22
Individual Employers who Applied for Help.	—	—	2,767	2,785	—0.65
Persons Applied for by Employers .	3,411	5,163	8,574	12,376	—30.72
Positions offered Applicants . . .	4,173	4,954	9,127	14,099	—35.26
Positions Reported Filled . . .	2,847	4,286	7,133	8,566	—16.73
Individuals for whom one Position only was secured.	1,112	491	1,603	2,509	—36.11
Individuals for whom more than one Position was secured.	319	318	637	870	—26.78
Total for whom Positions were secured .	1,431	809	2,240	3,379	—33.71

TABLE V. — *Comparative Summary of Business of Each Office during the Year ending December 31, 1921.*

CLASSIFICATION.	Working Days	Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percentages of Positions Filled of Persons Called for
					Number	Daily Average	Number	Daily Average	
Boston:									
Males . . .	303	5,651	7,460	24.65	11,107	36.65	5,509	18.18	73.76
Females . .	303	7,431	8,260	27.26	11,210	37.00	6,225	20.55	75.36
Total . .	303¹	13,082	15,729	51.91	22,317	73.65	11,734	38.73	74.60
Springfield:									
Males . . .	304	3,555	5,832	19.18	6,012	19.78	4,860	15.99	83.33
Females . .	304	5,632	5,975	19.66	6,069	19.96	4,829	15.88	80.82
Total . .	304	9,187	11,807	38.84	12,081	39.74	9,689	31.87	82.06
Worcester:									
Males . . .	304	2,333	3,411	11.22	4,173	13.72	2,847	9.37	83.47
Females . .	304	4,873	5,163	16.98	4,954	16.30	4,286	14.10	83.01
Total . .	304	7,206	8,574	28.20	9,127	30.02	7,133	23.47	83.19
Three Offices:									
Males . . .	—	11,539	16,712	55.05	21,292	70.15	13,216	43.54	79.08
Females . .	—	17,936	19,398	63.90	22,233	73.26	15,340	50.53	79.08
Total . .	—	29,475	36,110	118.95	43,525	143.41	28,556	94.07	79.08

TABLE VI. — *Summary, by Months, of Business of the Three Offices during the Year ending December 31, 1921.*

MONTHS.	Working Days	Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percentages of Positions Filled of Persons Called for
					Number	Daily Average	Number	Daily Average	
January . . .	25	1,945	2,330	93.20	2,914	116.56	1,804	72.16	77.42
February . . .	23	1,869	2,527	109.87	3,075	133.70	1,943	84.48	76.89
March	27	2,798	3,242	120.07	3,879	143.67	2,437	90.26	75.17
April	25	2,974	3,424	136.96	4,018	160.72	2,660	106.40	77.69
May	25	2,867	3,496	139.84	4,159	166.36	2,679	107.16	76.63
June	26 ¹	2,855	3,515	137.55	4,059	159.17	2,844	111.14	80.91
July	25	2,220	2,655	106.20	3,174	126.96	2,151	86.04	81.02
August	27	2,507	3,154	116.81	3,861	143.00	2,559	94.78	81.14
September . .	25	2,994	3,683	147.32	4,417	176.68	2,783	111.32	75.56
October	25	2,566	3,226	129.04	3,982	159.28	2,622	104.88	81.28
November . . .	25	2,053	2,629	105.16	3,263	130.52	2,215	88.60	84.25
December . . .	26	1,827	2,229	85.73	2,724	104.77	1,859	71.50	83.40
Totals . .	304	29,475	36,110	118.95	43,525	143.41	28,556	94.07	79.08

¹ The Boston Office was open 25 days in June.

TABLE VII. — *Classification, by Occupations, of "Persons Called for" and*

	INDUSTRIES AND OCCUPATIONS.	BOSTON	
		Persons Called for	Positions Filled
1	Agriculture:	220	172
2	Farm hands, gardeners, dairy hands, etc.	180	149
3	Agricultural laborers	—	—
4	Others	40	23
5	Building and Construction:	1,195	982
6	Carpenters	290	265
7	Electricians (inside and out)	63	42
8	Painters, paperhangers, etc.	431	371
9	Pipe fitters and plumbers	160	118
10	Roofers and sheet-metal workers	62	47
11	Structural-iron workers	3	2
12	Other building trades mechanics	92	60
13	Building trades helpers	94	77
14	Casual Workers	2,752	2,689
15	Chemicals, Oils, Paints, etc.	40	30
16	Clay, Glass, and Stone Products	11	7
17	Clerical, Professional, and Technical:	651	485
18	Bookkeepers, accountants, and cashiers	107	48
19	Draftsmen	4	3
20	Office clerks	91	52
21	Stenographers and typists	156	90
22	Teachers	—	—
23	Others	293	292
24	Clothing and Textiles:	921	559
25	Dressmakers and seamstresses	26	20
26	Garment workers	510	283
27	Hat, cap, and millinery workers	120	97
28	Shirt, collar, and cuff workers	—	—
29	Textile workers	33	11
30	Others	232	148
31	Common Labor (not casual workers)	313	262
32	Domestic and Personal Service:	5,148	3,770
33	Chambermaids	420	312
34	Cooks and chefs	525	361
35	Domestics	375	284
36	Kitchen and pantry workers	1,489	1,206
37	Laundry, cleaning, dyeing, etc.	212	126
38	Matrons and hotel housekeepers	1	—
39	Nurses and attendants	104	77
40	Waiters, waitresses, and bus-boys	1,409	955
41	Others	613	449
42	Food, Beverages, and Tobacco:	264	166
43	Bakery and confectionery workers	157	91
44	Meat and butcher workmen	23	5
45	Cannery workers	18	14
46	Cigar, cigarette, and tobacco workers	8	8
47	Others	58	48
48	Leather, Rubber, and Allied Products:	337	285
49	Boot and shoe workers	47	20
50	Fur and glove workers	17	14
51	Rubber workers	127	100
52	Others	196	151
53	Lumber:	—	—
54	Skilled woodsmen	—	—
55	Woods laborers	—	—

"Positions Filled" at Each Office during the Year ending December 31, 1921.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
1,124	851	406	314	1,750	1,337	1
1,027	754	395	305	1,602	1,208	2
97	97	10	8	107	105	3
—	—	1	1	41	24	4
414	303	302	245	1,911	1,530	5
185	143	91	80	566	488	6
23	11	11	8	97	61	7
101	85	65	53	597	509	8
14	5	19	14	193	137	9
22	16	19	14	103	77	10
1	1	1	1	5	4	11
55	31	30	23	177	114	12
13	11	66	52	173	140	13
7,182	7,008	5,153	5,089	15,087	14,786	14
—	—	—	—	40	30	15
7	1	7	1	25	9	16
63	31	67	31	781	547	17
20	8	10	5	137	61	18
4	1	5	—	13	4	19
15	11	18	10	124	73	20
23	11	29	8	208	109	21
—	—	—	—	—	—	22
1	—	5	8	299	300	23
228	93	304	189	1,453	841	24
17	12	18	4	61	36	25
78	35	28	13	616	331	26
1	1	63	55	184	153	27
—	—	2	5	2	5	28
123	39	173	100	329	150	29
9	6	20	12	261	166	30
130	83	267	198	710	543	31
1,547	639	1,121	398	7,816	4,807	32
132	58	31	16	583	386	33
185	81	87	28	797	470	34
842	257	788	235	1,975	776	35
218	141	120	80	1,827	1,427	36
66	37	17	11	295	174	37
13	5	2	—	16	5	38
12	7	20	6	136	90	39
84	33	44	17	1,537	1,005	40
25	20	12	5	650	474	41
134	95	17	12	415	273	42
46	25	11	8	214	124	43
9	5	1	1	33	11	44
—	—	—	—	18	14	45
58	50	—	—	66	58	46
21	15	5	3	84	66	47
14	4	56	28	457	317	48
1	—	26	11	74	31	49
—	—	9	7	26	21	50
2	2	9	5	138	107	51
11	2	12	5	219	158	52
68	49	100	94	168	143	53
4	—	35	30	39	30	54
64	49	65	64	129	113	55

TABLE VII. — *Classification, by Occupations, of "Persons Called*

	INDUSTRIES AND OCCUPATIONS.	BOSTON	
		Persons Called for	Positions Filled
56	Metals and Machinery:	482	323
57	Auto mechanics and garage workers	79	40
58	Blacksmiths and boilermakers	20	10
59	Machinists, tool and die makers	80	66
60	Machine hands and specialists	64	45
61	Millwrights	14	14
62	Molders and core makers	8	2
63	Polishers, buffers, platers, etc.	53	28
64	Welders and cutters	5	10
65	Helpers and handy men, all trades	26	16
66	Others	133	92
67	Musical Instruments:	12	12
68	Instrument makers	1	1
69	Others	11	11
70	Paper and Printing:	568	364
71	Paper and pulp mill workers	20	13
72	Paper-box and bag makers	37	26
73	Printers and pressmen	166	88
74	Feeders and bindery workers	250	172
75	Others	95	65
76	Shipbuilding:	743	203
77	Riveters, chippers, calkers, and reamers	104	30
78	Ship fitters	1	1
79	Ship carpenters	30	2
80	Shipbuilding laborers	21	12
81	Other distinct occupations	587	158
82	Theatres and Amusements	19	9
83	Transportation and Public Utilities:	205	118
84	Chauffeurs and auto-truck drivers	74	37
85	Teamsters, stablemen, and deliverymen	87	59
86	Telephone and telegraph workers	17	12
87	Track workers	—	—
88	Trainmen, dispatchers, enginemen, etc.	2	2
89	Others	25	8
90	Wholesale and Retail Trade:	327	179
91	Salespeople	131	49
92	Shipping and stock clerks, packers, etc.	164	113
93	Others	32	17
94	Woodworking and Furniture:	108	58
95	Cabinet makers and furniture finishers	24	18
96	Machine woodworkers	21	11
97	Others	63	29
98	Miscellaneous:	1,363	1,061
99	Apprentices (all trades)	83	57
100	Boys and girls (not otherwise classified)	650	531
101	Elevator operators	96	70
102	Engineers	125	75
103	Firemen and oilers	124	97
104	Pattern makers	6	6
105	Watchmen, janitors, guards, etc.	201	159
106	Others	78	66
	Totals	15,729	11,734

for” and “Positions Filled” at Each Office, etc. — Concluded.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
277	182	339	224	1,098	729	56
95	58	21	11	195	109	57
4	3	4	2	28	15	58
11	5	28	17	119	88	59
134	89	122	91	320	225	60
9	8	20	12	43	34	61
9	7	6	—	23	9	62
—	—	18	13	71	41	63
5	3	6	4	16	17	64
7	7	112	73	145	96	65
3	2	2	1	138	95	66
—	—	—	—	12	12	67
—	—	—	—	1	1	68
—	—	—	—	11	11	69
109	41	18	7	695	412	70
2	—	—	—	22	13	71
19	4	—	—	56	30	72
16	2	14	4	196	94	73
28	14	3	2	281	188	74
44	21	1	1	140	87	75
30	1	—	—	773	204	76
30	1	—	—	134	31	77
—	—	—	—	1	1	78
—	—	—	—	30	2	79
—	—	—	—	21	12	80
—	—	—	—	587	158	81
17	11	—	—	36	20	82
109	77	103	81	417	276	83
41	31	46	39	161	107	84
41	34	47	35	175	128	85
5	2	2	—	24	14	86
—	—	4	3	4	3	87
2	1	—	—	4	3	88
20	9	4	4	49	21	89
159	91	107	77	593	347	90
121	58	95	74	347	181	91
32	28	11	3	207	144	92
6	5	1	—	39	22	93
21	11	21	3	150	72	94
8	7	12	1	44	26	95
6	2	4	1	31	14	96
7	2	5	1	75	32	97
174	118	186	142	1,723	1,321	98
6	7	5	4	94	68	99
69	50	17	16	736	597	100
13	5	2	1	111	76	101
21	8	37	24	183	107	102
25	20	66	57	215	174	103
5	2	3	1	14	9	104
31	22	41	28	273	209	105
4	4	15	11	97	81	106
11,807	9,689	8,574	7,133	36,110	28,556	

TABLE VIII. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" at Each Office during the Year ending December 31, 1921, with Comparable Data for 1920.*

MONTHS.	PERSONS CALLED FOR						POSITIONS REPORTED FILLED					
	BOSTON		SPRING-FIELD		WORCES-TER		BOSTON		SPRING-FIELD		WORCES-TER.	
	1920	1921	1920	1921	1920	1921	1920	1921	1920	1921	1920	1921
January	94	43	78	26	41	28	51	32	49	20	26	19
February	96	56	63	34	35	19	52	39	45	29	20	16
March	111	53	66	39	46	28	59	38	44	30	28	22
April	120	56	65	46	54	34	71	41	43	37	33	28
May	129	64	64	44	50	32	73	47	43	35	33	25
June	103	61	58	47	41	29	64	46	40	41	29	24
July	78	46	48	35	39	25	49	36	39	29	29	21
August	104	50	60	41	42	26	56	36	43	36	29	23
September	129	65	58	48	46	35	68	46	40	36	33	29
October	95	54	48	42	40	33	53	43	36	35	32	27
November	54	41	38	37	30	27	39	33	31	31	25	25
December	39	34	26	26	23	26	32	28	22	22	19	21
Averages	96	52	56	39	41	28	56	39	39	32	28	23

TABLE IX. — *Expenditures on Account of Maintenance of the Three Offices during the Fiscal Year ending November 30, 1921.*

	Boston	Springfield	Worcester	Total
Books, maps, clippings, etc.	\$10 00	\$10 00	—	\$20 00
Expressage	75	3 37	\$1 55	5 67
Postage	55 00	30 00	15 66	100 66
Printing:				
Annual report	84 38	42 20	42 20	168 78
Other reports	—	—	—	—
Office forms, etc.	194 24	221 88	167 86	583 98
Stationery, and office supplies	156 66	58 88	48 72	264 26
Typewriter machines and supplies	31 74	2 80	—	34 54
Other machines and supplies	5 98	—	—	5 98
Telephone	848 69	310 73	187 31	1,346 73
Travel	104 92	16 21	3 37	124 50
Rent	4,410 00	1,800 00	1,500 00	7,710 00
Light	531 49	37 29	31 87	600 65
Advertising	373 20	159 00	58 68	590 88
Cleaning and cleaning materials	108 56	3 94	41 26	153 76
Other expenses	1,126 56	64 85	107 08	1,298 49
Salaries (including janitor's services)	22,838 51	12,272 00	7,657 20	42,767 71
Totals	\$30,880 68	\$15,033 15	\$9,862 76	\$55,776 59
Unexpended	—	—	—	1,923 41
Appropriation	—	—	—	\$57,700 00

APPENDIX A.

SPECIAL INQUIRY RELATIVE TO THE OPERATION OF EMPLOYMENT OFFICES IN BOSTON.

The information here presented was obtained in answer to a questionnaire sent to employment offices in Boston in December, 1921. The returns cover a period of 11 months, ending November 30, 1921, and relate to the location of offices, titles of officials in charge, hours open for business, classes of applicants served, scale of fees charged for service, number of placements made (classified by sex), and the amounts received in fees during the period.

Number Reporting. The total number of offices in Boston from which returns were received was 124, of which 69 were "commercial" (operating for profit) and 55 were "non-commercial" (charging no fee or a nominal fee only for services rendered). Data for several offices in Boston which were not operated during the period covered by this inquiry are not included. Certain of the commercial offices objected to furnishing information with reference to the number of placements made and the amounts received in fees, but such a large number of the agencies addressed furnished the information voluntarily that there did not appear to be any occasion to make the answering of these inquiries obligatory. It is believed that the information obtained is quite fairly representative of all offices in the city.

Location of Offices. Of the 124 employment offices in Boston, 79 were located in the central business district (Boston proper), 20 in Back Bay, 13 in the South End, nine in Roxbury, two in Dorchester, and one in South Boston. Nearly all of the offices in the outlying districts were engaged in the placement of domestic and hotel help, and all except five of the 31 mercantile offices were located in the down-town business district.

Titles of Officials. As many as 19 different titles of officials in charge of employment offices in Boston were reported. The more usual titles of officials in charge of commercial offices were "proprietor" and "manager;" and of non-commercial offices, "manager," "director," "superintendent," and "secretary."

Hours Open for Business. A wide variety of business hours was reported by the 115 offices which answered this inquiry. The opening hour for 60 offices was 9 A.M. and 46 of the offices opened at an earlier hour, — six of these as early as 7 A.M. For 61 offices the closing hour was 5 P.M. and for 25 offices, 4 P.M. Only one office was regularly open after 6 P.M. and in this case the business hours were from 9 A.M. to 9.30 P.M. A large number of the offices reported that they were usually closed Saturday afternoons.

Classes of Applicants Served. The offices were grouped according to the classes of applicants served, and the number in each group is shown in the following table: —

TABLE 1. — *Number of Offices Reporting.*

CLASS OF APPLICANTS SERVED.	NUMBER OF OFFICES REPORTING		
	Commercial	Non-Commercial	Total
Domestic and hotel help	34	6	40
Mercantile help (principally)	16	15	31
Farmers, laborers, and woodsmen	7	1	8
General (not confined to any specified class)	4	21	25
Special classes other than those specified above	8 ¹	12 ¹	20 ¹
Total	69	55	124

Of the 124 offices which reported, 40 were engaged principally in the placement of domestic and hotel help; 25 were general offices (not serving any specified class of applicants); 31 were engaged principally in the placement of mercantile help; eight in the placement of farm laborers, common laborers, and woodsmen; and 20 were for special classes of applicants other than those specified above.² Nearly half of the commercial offices (34 out of 69) were engaged in the placement of domestic and hotel help, and 16 were "mercantile offices." Of the 55 non-commercial offices, 21 were "general offices," 15 were "mercantile offices," and five were engaged solely in the placement of persons physically or mentally handicapped.

¹ The special classes of applicants served by the commercial offices were: Textile mill superintendents, overseers, and mechanics (two offices); automobile mechanics; engineers and machinists (two offices); plumbers and mechanics; porters, janitors, and chauffeurs; and theatrical employees.

The special classes of applicants served by the non-commercial offices were: Handicapped persons (five offices); teachers; librarians; settlement and community workers; students (part-time workers); laundry workers; filing clerks; and metal tradesmen.

² See note to Table 1.

Scale of Fees Charged. All of the 69 commercial offices answered the inquiry relative to the scale of fees charged for services rendered. In six of the offices a definite flat charge was made for each position furnished (as, for example, \$1, \$2, or \$3), but in all other cases the fees were based on the wages or services to be paid to the person placed. Usually in Class I offices, furnishing business employment, a fee not exceeding one week's wages was charged for placement in positions not of a temporary character, payment to be made in six weekly installments of one-sixth of the total charge. Nearly all of the Class II offices, serving principally domestic workers, hotel help, and laborers, charged both the applicant and the employer 25 per cent of the first week's wages. All rates reported were in conformity with the regulations of the Boston Licensing Board, which, in accordance with statutory provisions governing "intelligence offices" in Massachusetts, has jurisdiction over fee-charging employment offices in the city of Boston.

Number of Persons Reported Placed. Of the 124 offices in Boston, 65 answered this inquiry. The numbers of persons placed, classified by sex and by class of applicants served, are shown in the following table: —

TABLE 2. — *Number of Persons Reported Placed by Sixty-five Employment Offices in Boston.*

(Eleven months ending November 30, 1921.)

CLASS OF APPLICANTS SERVED.	Number of Offices Answering Inquiry ¹	NUMBER OF PERSONS RE- PORTED PLACED		
		Males	Females	Total
Commercial Offices.				
Domestic and hotel help	19	1,969	5,208	7,177
Mercantile help (principally)	6	864	1,295	2,159
Farmers, laborers, and woodsmen	5	2,953	6	2,959
General (not confined to any specified class)	2	1,616	815	2,431
Special classes other than those specified above	6	884	150	1,034
Totals	38¹	8,286	7,474	15,760
Non-Commercial Offices.				
Domestic and hotel help	4	16	4,046	4,062
Mercantile help (principally)	8	— ²	— ²	6,446
Farmers, laborers, and woodsmen	1	300	5	305
General (not confined to any specified class)	5	6,195	6,872	13,067
Handicapped persons	3	26	327	353
Special classes other than those specified above	6	— ²	— ²	3,821
Totals	27¹	—²	—²	28,054

¹ Of the 69 commercial offices in Boston, 38 reported the number of persons placed; and of the 55 non-commercial offices in Boston, 27 answered this inquiry.

² Three of the mercantile offices and one of the special offices failed to classify by sex the total number reported placed.

During the period of 11 months ending November 30, 1921, the 38 commercial offices from which returns were received in answer to this inquiry placed 15,760 persons, of whom 8,286 were males and 7,474 were females. Domestic and hotel help placed by 19 out of 34 commercial offices engaged in the placement of this class of help numbered 7,177, of which number 5,208 were females. The 27 non-commercial offices which answered this inquiry placed 28,054 persons during the period of 11 months; and of this number, 13,067 were placed by five of the 21 general offices and 6,446 by eight of the 16 mercantile offices. The general offices, both commercial and non-commercial, did not confine their work to the placement of any specified class of applicants, and no attempt was made to obtain from these offices information in detail, by occupations, as to the number of persons placed by them, but the data here presented indicate in a general way the relative importance of the several classes of applicants served.

Amount Received in Fees. This inquiry was answered by 32 of the 69 commercial offices which were in operation in Boston during the entire period of 11 months ending November 30, 1921. In the following table data are presented showing, by class of applicants served, the number of offices which reported, the number of persons placed (classified by sex), the amount received in fees, and the average fee per person placed: —

TABLE 3. — *Number of Persons Placed and Amount Received in Fees by Thirty-two Commercial Employment Offices in Boston.*

(Eleven months ending November 30, 1921.)

CLASS OF APPLICANTS SERVED.	Number of Offices	NUMBER OF PERSONS PLACED			Amount Received in Fees	Average Fee per Person Placed
		Males	Females	Total		
For 32 offices giving full data	32	7,617	5,363	12,980	\$56,318.34	\$4.34
Mercantile help (principally)	5	785	1,288	2,073	18,407.77	8.88
Domestic and hotel help	14	2,677	3,454	6,131	17,526.83	2.86
Farmers and farm laborers	2	1,349	—	1,349	2,824.00	2.09
Laborers and woodsmen	3	1,604	6	1,610	4,373.48	2.72
Special classes other than those specified above.	8	1,202	615	1,817	13,186.26	7.26

The total amount received in fees during the period of 11 months, by 32 commercial offices which answered this inquiry, was \$56,318.34, and the total number of persons placed was

12,980, making an average fee per person placed of \$4.34. The average fee for placements made by five mercantile offices was \$8.88; for placements of domestic and hotel help (14 offices), \$2.86; for farmers and farm laborers (2 offices), \$2.09; for laborers and woodsmen (3 offices), \$2.72; and for special classes of applicants other than those specified above (8 offices), \$7.26.

Only four of the 55 non-commercial offices in Boston charged a fee for services rendered either to employers or to persons placed in positions, and these four offices were only partially supported by the fees charged. No inquiry was made of the non-commercial offices as to the cost of their operation, but the records for one of these offices — the Boston Public Employment Office maintained by the Commonwealth — show that the total cost of operation of this office (including salaries, rental, alterations, telephone, and all other contingent expenses) during the fiscal year ending November 30, 1921, amounted to \$30,880.68. The total number of placements made during the same period was 11,833. The per capita cost of placement was, therefore, \$2.61.

APPENDIX B.

LAW RELATIVE TO PUBLIC EMPLOYMENT OFFICES IN MASSACHUSETTS.

The laws governing the establishment and operation of Public Employment Offices in Massachusetts have been consolidated as General Laws, Vol. II, Chapter 149, Sections 160-168, inclusive, which are as follows:—

GENERAL LAWS, VOL. II, CHAPTER 149, SECTIONS 160-168.

SECTION 160. The department¹ may establish and maintain in such cities as may be selected by it after investigation, with the approval of the governor and council, employment offices for the purpose of bringing together those seeking employment and those desiring to employ, and may maintain such offices now established. The commissioner shall make an annual report as to free employment offices.

SECTION 161. The commissioner² shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of the commissioner, perform the duties hereinafter set forth or such as he may require. The commissioner may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The location of each office established under the preceding section shall be plainly indicated by a proper sign.

SECTION 162. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the commissioner, and shall take such other action as the commissioner may deem best to promote the purposes of said offices. Said superintendents shall also receive applications from alien immigrants seeking employment in agricultural labor and from those desiring to employ immigrants in agricultural labor, and shall take such other action as the commissioner may deem best to promote a more general distribution of alien immigrants throughout the agricultural sections of the commonwealth. In directing applicants for employment to an employer in whose establishment a strike is in progress, the commissioner, superintendents or other departmental employees shall inform the applicant of the strike.

¹ Department of Labor and Industries.

² Commissioner of Labor and Industries.

SECTION 163. No fees shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for not more than one month, and shall be disqualified from holding further connection with said office.

SECTION 164. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 165. Each superintendent shall make to the commissioner such reports of applications for labor or employment and of other details of the work of his office as the commissioner may require. The commissioner shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall post such reports in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 166. There shall be allowed and paid, upon the approval of the commissioner, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices, such sum as the general court may annually appropriate therefor.

SECTION 167. The commissioner may furnish weekly to the clerks of all towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the town where the employees are wanted. Such information shall be based upon the applications for employees under this chapter.

SECTION 168. Every town clerk shall post the lists received as aforesaid in one or more conspicuous places in the town. A town clerk who fails to comply with this section shall be punished by a fine of not more than ten dollars.

The Commonwealth of Massachusetts

DEPARTMENT OF LABOR AND INDUSTRIES.

OFFICIALS.

Commissioner.

E. LEROY SWEETSER.

Assistant Commissioner.

ETHEL M. JOHNSON.

Associate Commissioners.

EDWARD FISHER.

HERBERT P. WASGATT.

SAMUEL ROSS.

16

PUBLIC EMPLOYMENT OFFICES.

ROSWELL F. PHELPS, *Director.*

Boston (Main Office).

HARRY G. DUNDERDALE,
Superintendent.

Springfield.

CHESTER A. ALLEN,
Superintendent.

Boston (Mercantile Office).

KATHRYN J. SULLIVAN,
Examiner-in-Charge.

Worcester.

WILLIAM A. WILDER,
Superintendent.

Federal Director, U. S. Employment Service.

E. LEROY SWEETSER, *Commissioner.*

ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

To the General Court.

The Sixteenth Annual Report on Public Employment Offices is respectfully submitted herewith. This report covers the activities of the four State offices and the cost of their maintenance during the year 1922, and data for prior years for three offices are presented for purposes of comparison. With the approval of the Governor and Council, a mercantile office was opened in Boston on January 9, 1922 and the success of this new office has justified its continuance.

E. LEROY SWEETSER,
Commissioner of Labor and Industries.

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REPORT OF THE DIRECTOR OF PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

To the Commissioner of Labor and Industries.

This report covers the operations, during the calendar year 1922, of the four State Public Employment Offices maintained by the Commonwealth. The offices are located, respectively, at 23-25 Pearl Street, Boston (main office); 25 Tremont Street, Boston (mercantile office); corner Water and Worthington Streets, Springfield; and 48-52 Green Street, Worcester. The statistical data herein presented, and more particularly the numbers of placements made, furnish a record of the services rendered by these offices to employers and applicants for employment during the year. Comparable data for prior years are presented for purposes of comparison.

1. THE LABOR MARKET IN 1922.

At the beginning of the year 1922 nearly all of the principal industries in the State were still affected by the industrial depression which had continued for more than a year, but signs of improvement were evident. The recovery, although difficult to trace over short intervals of time, was, nevertheless, sure, and before the close of May business had become established on a firm basis. The improvement in the demand for labor was reflected in the number of placements made by the State offices, which increased from 2,115 in January to 3,881 in May, marking the high point for the year. There was some decrease in industrial activity during July and August (a decrease usually occurring during hot weather), but aside from this and a seasonal curtailment in activity in the building trades in December, the highly satisfactory conditions in industry observed in May were very nearly maintained throughout the remainder of the year, and at the close of the year prospects for the immediate future were decidedly encouraging.

2. SUMMARY OF THE WORK OF THE LOCAL OFFICES.

Statistical reports of the local offices are forwarded to the administrative office at the State House, where the data are tabulated upon a uniform basis. Information with reference to the work of the several offices appears later in the text of this report and in detailed statistical tables at the end of the report. In the following table the principal data relative to the offices considered as a group are presented for the year 1922, with totals for 1921, for comparison:

Summary of Business of the Four State Offices during the Year ending December 31, 1922, with Comparable Data for 1921.

CLASSIFICATION.	1922			1921 ¹	Per Cent of Increase (+) or De- crease (-)
	Males	Females	Totals	Totals	
Applications from employers	-	-	37,575	29,515	+27.3
Individual employers who applied for help . . .	-	-	11,664	10,328	+12.9
Persons applied for by employers	27,771	22,541	50,312	36,110	+39.3
Offers of positions to applicants	32,207	25,667	57,874	43,525	+33.0
Positions reported filled	20,923	17,546	38,469	28,556	+34.7
Individuals for whom <i>one position only</i> was secured	8,835	3,497	12,332	8,705	+41.7
Individuals for whom <i>more than one position</i> was secured	3,080	2,146	5,226	3,618	+44.4
Total for whom positions were secured	11,915	5,643	17,558	12,323	+42.5

¹ For classification by sex, see report for 1921.

The total number of positions reported filled by the four offices during the year 1922 was 38,469, which was the largest number of positions filled by the State offices in any year, except 1916 and 1918, since the first of the offices (the Boston office) was established on December 3, 1906. The number of positions filled in 1922 exceeded the number filled in 1921 by 34.7 per cent. This increase was in a small measure due to the addition to the records of 1,408 positions filled by the new mercantile office which was opened in Boston on January 9, 1922. For the three offices which were in operation both in 1921 and 1922, the records show an increase of 30.1 per cent in the number of positions filled in 1922 over the corresponding number in 1921.

During the year 1922 positions were secured for 17,558 individual applicants. For 12,332 applicants *one position only* was secured and for 5,226 applicants *more than one* position was secured. The average number of positions secured by those applicants who obtained more than one position through the State offices was slightly over five per applicant. Nearly all of the applicants who obtained more than one position were engaged in domestic work or as casual laborers.

The total number of persons applied for by employers during the year was 50,312 and the total number of individual employers who applied for help was 11,664, or an average per employer of 4.5 persons applied for. The total number of applications or orders received from employers was 37,575 and many of these orders were for more than one employee. A large number of the employers made frequent use of the services of the offices. The extent to which the employers' orders were filled is indicated by the fact that of the 50,312 persons applied for during the year 38,469, or 76.4 per cent, were supplied.

In order to fill the positions offered by employers it is frequently found necessary to offer the position to more than one person before one can be found who is willing to accept. The total number of offers of positions to applicants during the year was 57,874, and the number of positions reported filled was 38,469. The ratio (about 3 to 2) indicates the extent to which applicants declined to accept positions offered them. In other words, about one out of every three applicants to whom positions were offered declined to accept the position offered. These facts indicate that in order to fill positions offered considerably more work is required than the mere sending of applicants to the employers, for the reason that some of the persons sent may either not be acceptable to the employer or may not care to accept the position when more fully advised of the actual conditions of employment.

3. COST OF OPERATION.

The following summary table shows, for the fiscal year ending November 30, 1922, the expenditures on account of the four public employment offices, the number of "placements" (positions furnished to applicants), and the per capita cost of the placements made, and similar data for three offices for the fiscal year ending November 30, 1921, are also presented for purposes of comparison:

Expenditures, Number of Placements, and Per Capita Cost of Placements, Fiscal Year ending November 30, 1922.

OFFICES.	EXPENDITURES		NUMBER OF PLACEMENTS		PER CAPITA COST OF PLACEMENTS	
	1921	1922	1921	1922	1921	1922
Boston (Main Office)	\$30,880.68	\$29,867.14	11,833	13,003	\$2.61	\$2.30
Boston (Mercantile Office) ¹	-	4,979.19	-	1,301	-	3.83
Springfield	15,033.15	15,831.16	9,701	13,486	1.55	1.17
Worcester	9,862.76	10,027.77	7,065	9,661	1.40	1.04
Totals	\$55,776.59	\$60,705.26	28,599	37,451	\$1.95	\$1.62

¹ Opened January 9, 1922.

The total expenditures on account of the maintenance of the four offices during the fiscal year ending November 30, 1922, amounted to \$60,705.26, as compared

with \$55,776.59 for three offices during the fiscal year ending November 30, 1921, showing an increase of \$4,928.67, or 8.8 per cent, all of which was for the maintenance of the new mercantile office in Boston.

Based on the total expenditures on account of the four offices, considered as a group, the per capita cost of placements was \$1.62 for the fiscal year ending November 30, 1922, as compared with \$1.95 for three offices for the fiscal year ending November 30, 1921. This decrease in the per capita cost of placements during the last fiscal year was due to the increase in the number of placements made during the year over the number made during the previous fiscal year, when the demand for labor at the offices was greatly reduced as a result of the industrial depression which continued throughout the year.

In computing the per capita cost of placements by the offices, the expenditures for rent, janitor service, telephone service, and certain other contingent expenses are included in the cost of operation. Those persons only who have been definitely reported as engaged by the employers to whom they were referred have been recorded as "placed." It is quite probable that a considerable number of applicants for employment who have been referred to employers have been hired, either at the time or later, but in the absence of any notification to that effect, such applicants for employment have not been recorded as "persons placed." Also it occasionally happens that applicants hand their reference cards to persons who have not been registered at any of the State offices and that these persons obtain the positions without being recorded as placed. Accordingly, the per capita cost of placement for the several offices as shown in the foregoing table may be considered as somewhat higher than the actual cost, were all placements made included in the records.

4. PLACEMENT OF SOLDIERS, SAILORS, AND MARINES.

No appropriation for the specific purpose of securing positions for ex-service men was provided during the past year, but the employees in the four State offices were instructed, wherever practicable, to give preference to veterans in referring applicants to positions. In the following table data are presented showing for each of the four offices the number of soldiers, sailors, and marines who were registered for the first time, the number referred to positions, and the number reported placed during the year 1922, with comparable data for three offices for the year 1921:

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed in 1922 and 1921.

OFFICES.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1922	1921	1922	1921	1922	1921
Boston (Main Office)	1,579	892	2,078	1,511	1,613	821
Boston (Mercantile Office) ²	501	—	117	—	48	—
Springfield	156	145	603	680	373	484
Worcester	167	183	754	471	570	353
Totals	2,403	1,220	3,552	2,662¹	2,604¹	1,658¹

¹ The number referred to positions and the number reported placed include duplications of individuals who were referred to more than one position or placed in more than one position.

² Opened January 9, 1922.

The total number of soldiers, sailors, and marines who were registered at the four offices for the first time in 1922 was 2,403, as compared with 1,220 registered at three offices in 1921, showing an increase of 97.0 per cent. Likewise, there was a large increase in the number of persons placed (from 1,658 by three offices in 1921 to 2,604 by four offices in 1922, or 57.1 per cent). In explanation of the fact that the number reported placed exceeded the number of new registrations, it should be stated that the number reported placed includes individuals who were placed in *more than one* position during the year specified, whereas the number

of new registrations includes no duplication of individuals, except a comparatively small number in 1922 who may also have been registered in 1921.

5. CHANGE OF LOCATION OF THE SPRINGFIELD OFFICE.

On January 1, 1922, the Springfield office, which for over 10 years had been located at the northeast corner of Worthington and Water Streets, was removed to more commodious quarters in the Myrick Building directly opposite on the southeast corner of the same streets. By the erection of glass partitions, the space was divided so as to provide separate divisions for men and women, and a third portion of the space was set off as an office for the use of the inspectors in the Division of Industrial Safety. Some saving in rental and other expenses was effected by this arrangement, and the location of the two branches of the work of the Department in the same building was in furtherance of the policy of locating all State offices in each city in the same building for the convenience of the public.

6. SPECIAL WORK FOR UNEMPLOYED MEN.

In a special message to the Legislature on January 18, 1922, His Excellency, Governor Cox, recommended that an appropriation be made for clearing the woods of the Metropolitan parks of fallen trees and broken limbs and branches, thereby furnishing temporary work for a large number of unemployed men in Boston and vicinity. Two appropriations of \$50,000 each were made by the Legislature for this purpose. A Special Commission, to serve without pay, was created to direct the work and it was placed under the immediate supervision of the Metropolitan District Commission.

The Special Commission directed that men to be employed on this work be secured in so far as possible in equal numbers through the American Legion office in the State House and the State Employment Office in Boston. The extent to which there was unemployment of men in the Metropolitan District was indicated by the fact that in filling the first order for 100 men from each office at \$3.25 per day, the two employment offices were crowded with applicants. At the State office alone over 4,000 men applied for this work within a period of three days. Preference in filling positions through the American Legion office was given to World War veterans and, through the State office, to citizens having dependents. Arrangements were made for "rotating the force" of workmen in order to provide employment for a limited period to a large number of men. Subject to interruptions of several days on account of snow storms, the work was carried on during the period beginning February 6 and ending April 7. The total number of men employed was 1,105 and the largest number employed on any one day was 515. Of the total number of men, 510 were furnished through the State office.

In the report¹ on this work by the Metropolitan Commission it was stated that approximately 1,800 acres were cleared at the Middlesex Fells Reservation and 72 acres in Charles River Upper Division, and that the Commission furnished all tools and supplies used in the work, and all foremen and superintendents, so that the entire amount expended (\$53,794.25) of the two special appropriations was paid for the wages of ordinary laborers at the rate of \$3.25 per day. In commenting upon the character of the work the Commission reported as follows:

From careful inspection of the territory covered by the work, the results achieved surpass what one might reasonably have expected. The areas which have been cleared have entirely changed in their appearance. The entire work was done more rapidly and at less expense than any one believed possible when the work was started. For these satisfactory results, great credit is due to Captain Herbert W. West, who took entire charge of the work, supervised it carefully and inspired the foremen under him to obtain from the men under them a reasonable return in work for the wages which they received.

7. ESTABLISHMENT OF A MERCANTILE OFFICE IN BOSTON.

With the approval of the Governor and Council, a mercantile office was opened at 25 Tremont Street, Boston, on January 9, 1922, for the purpose of giving special

¹ See *Annual Report of the Metropolitan District Commission for 1922*, pages 3 and 4.

attention to the placement of clerks, stenographers, bookkeepers, salespeople and others seeking positions in offices and mercantile establishments. The establishment of this office for specialized placement work was in the nature of an experiment, but the results have been so satisfactory as to justify its continuance.

The separation of this branch of the work from that at the main office at Pearl Street was effected, without increasing the number of employees in the service, by the transfer of two registrars from the Pearl Street office and the assignment of an employee of the United States Employment Service to this office as Examiner-in-Charge. The principal item of expense incurred was for rental (\$2,400 per annum), toward which the United States Employment Service contributed \$1,450 during a period of 10 months.

S. CO-OPERATION WITH THE UNITED STATES EMPLOYMENT SERVICE.

The Department continued to co-operate during the past year with the United States Employment Service. In addition to administering the four public employment offices under the direction of the Commissioner of Labor and Industries, the Director of the Division of Statistics has also served as Assistant Federal Director of the United States Employment Service, and, with the approval of the Commissioner, has co-operated with 12 civic organizations which were engaged in placement work during the year.

The co-operative agreement which was continued in effect during the past year provided for the payment of the salaries of two Federal employees, one of whom was assigned to work in the Western part of the State and the other of whom has acted as examiner-in-charge of the mercantile office established in Boston in January, 1922. The Federal Bureau also contributed toward the expense on account of the rental of the mercantile office, and granted to the Department the use of the franking privilege in connection with the placement work of the State public employment offices. The total contribution by the Federal Bureau toward placement work in this State, including the salaries of the two Federal employees and the payment on account of rental, was approximately \$5,000, and the saving to the Department as a result of the use of the franking privilege may be estimated as approximately \$800.

Some assistance was rendered to the Federal Bureau in the collection monthly of information relative to the number of persons on pay-rolls of principal industrial establishments in eight Massachusetts cities.

9. PERSONNEL.

The total number of permanent employees in the four public employment offices at the close of the year was 38, of whom 19 were employed in the main office on Pearl Street, Boston, two in the mercantile office on Tremont Street, Boston, 10 in the Springfield office, and seven in the Worcester office. During the year two of the employees resigned and one retired from the service. The vacancies were promptly filled.

Mr. G. Harry Dunderdale, who has been connected with the Boston office since its establishment in 1906, and who was appointed as Superintendent on May 1, 1915, has continued in charge of that office, and during the past year has also acted as Superintendent of the mercantile office established in January, 1922. The Superintendent of the Springfield office, Mr. Chester W. Allen, appointed January 1, 1909, and the Superintendent of the Worcester office, Mr. William A. Wilder, appointed May 1, 1918, remain in charge of their respective offices. To the efficient and enthusiastic service rendered by these Superintendents and others associated with them, the highly gratifying records of placements made during the past year may be attributed.

Respectfully submitted,

ROSWELL F. PHELPS,
Director, Public Employment Offices.

REPORTS OF THE SEVERAL OFFICES.

THE BOSTON OFFICES: MAIN OFFICE, 23-25 PEARL STREET; MERCANTILE OFFICE, 25 TREMONT STREET.

G. HARRY DUNDERDALE, *Superintendent.*

Introductory. In the district served by the Boston offices there continued to be considerable unemployment during the first three months of the year, but gradually conditions in the principal industries began to improve and, with the opening up of building construction, much of which had been deferred during the prolonged period of depression, large numbers of building tradesmen and laborers were able to find employment. The recovery was reflected in the increasing number of orders for help filed by employers at the Pearl Street office, but at the mercantile office the increase in demand lagged for a while longer, indicating that recovery from depression in mercantile business follows by some interval of time that in the manufacturing industries. In the latter half of the year conditions in nearly all industries were very nearly normal, and, with the settlement of the controversy in the building trades and the stabilization of working conditions and wages in various other trades, there began a season of industrial expansion and prosperity which continued throughout the remainder of the year. In general, therefore, the year 1922 may be characterized as one of recovery from the depression which began in the Fall of 1920 and continued until the Spring of 1922.

Statistical Summary. In the following table are presented the principal data relative to the work of the two offices in Boston. The mercantile office is virtually a branch of the Pearl Street office, and for purposes of this report the records for these two offices have been combined¹ in this table and in the tables in the appendix.

Summary of Business of the Two Boston Offices during the Year ending December 31, 1922, with Comparable Data for One Office in 1921.

CLASSIFICATION.	1922 ¹			1921 ¹	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals ²	
Applications from employers	—	—	14,632	13,122	+11.6
Individual employers who applied for help	—	—	4,381	4,270	+2.6
Persons applied for by employers	11,204	8,355	19,559	15,729	+24.3
Positions offered applicants	14,790	11,680	26,470	22,317	+18.6
Positions reported filled	8,372	6,280	14,652	11,734	+24.9
Individuals for whom <i>one position only</i> was secured	4,758	2,118	6,876	5,167	+33.1
Individuals for whom <i>more than one position</i> was secured	1,288	1,040	2,328	1,854	+25.6
Totals for whom positions were secured	6,046	3,158	9,204	7,021	+31.1

¹ The records for 1922 are for two offices, while those for 1921 are for one office only. A mercantile office was opened in Boston on January 9, 1922.

² For classification by sex, see report for 1921.

During the year 1922 the total number of positions reported filled by the Boston offices was 14,652, as compared with 11,734 positions reported filled by a single office during the year 1921, showing an increase of 24.9 per cent. A part of this increase consisted of placements made by the new mercantile office (1,408 in number), but exclusive of these there was an increase of 12.9 per cent in the number of placements made by the main office. The total number of persons applied for by employers at the two offices during 1922 was 19,559, of which 74.9 per cent were furnished. The number of individual employers who applied for help was 4,381, and the average number of persons per employer applied for was 4.5.

¹ For a separate tabulation of the records for the mercantile office, see page 10.

Of the 9,204 applicants for employment for whom positions were secured during the year, 6,876 obtained *one position only* and 2,328 obtained *more than one position*. Nearly all of the applicants for whom more than one position was secured were domestic workers or casual laborers.

The Mercantile Office. At this office special attention is given to the placement of clerks, stenographers, accountants, bookkeepers, salespeople, and other store and office employees. The office is located at 25 Tremont Street, Boston, near the center of the business section of the city. Although the space occupied is very limited and on the second floor of the building, nevertheless, it has been demonstrated by the results of this first year of operation of the office that, in a city as large as Boston, more efficient service can be rendered, both to employers and applicants for employment, by the establishment of a separate office for applicants seeking other than manual employment.

The following is a summary of the work of this office from the date of opening (January 9, 1922 to December 31, 1922):

	Males	Females	Totals
Number of persons registered	3,444	4,309	7,753
Number of persons applied for by employers	249	1,538	1,787
Number of persons referred to positions	453	2,650	3,103
Number of positions reported filled	157	1,251	1,408

Of the 7,753 persons who registered at this office during the year, 1,408, or 18.2 per cent, were placed. While this ratio of placements to registrations is very low when compared with the corresponding ratio for the three other State offices, it may be explained that it is much more difficult to find positions for mercantile help than for those seeking manual employment, and, furthermore, the recovery from the depression in mercantile and office employment lagged behind that in the manufacturing industries and there was comparatively little increase in the demand for help in stores and offices until the Fall of the year.

The total number of persons applied for by employers during the year was 1,787, and the total number of separate orders for help was 1,097. Many of the orders called for more than one person and, in a large number of cases, the same employer filed more than one order during the year. Several large concerns obtained the clerical help required by them almost exclusively through this office. Of the 1,787 persons called for by employers, 1,408, or 78.8 per cent, were furnished, which, experience shows, was a very satisfactory fulfillment of the employers' demands.

Placement of Soldiers, Sailors, and Marines. In the following table data are presented showing the number of ex-service men registered, the number referred to positions, and the number reported placed by the two offices in Boston during the year 1922, with data for one office for the years 1921, 1920, and 1919:

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Positions Reported Filled by the Boston Offices¹ during Years Specified.

CLASSIFICATION.	1922 ¹	1921	1920	1919
Number of applicants registered	2,080	892	2,045	— ²
Number referred to positions ³	2,195	1,511	3,141	2,320
Number of positions filled ³	1,661	812	1,262	946

¹ The data for 1922 are for the two Boston offices combined; for 1921, 1920, and 1919 for one office only.

² Not available.

³ Includes duplications of individuals who were referred to more than one position or placed in more than one position.

On reference to the foregoing table, one will note that the number of ex-service men who registered and the number for whom positions were secured in 1922 exceeded the corresponding numbers in any other year since the war. The number

of positions filled by ex-service men in 1922 was 1,661, or more than twice as many as in 1921. In referring applicants to positions preference is given to ex-service men who are citizens of Massachusetts. Of the 1,579 ex-service men who registered at the Pearl Street office (principally for manual employment) a large percentage was placed, but of the 501 ex-service men who registered at the mercantile office (principally for office positions) only 48 were placed.

Placement of Male Applicants. During the first three months of the year the demand both for skilled and unskilled males was discouragingly small and the number of laborers seeking employment was far in excess of the demand for their services. In filling an order early in February for 100 men, at wages of \$3.25 per day, for emergency employment¹ in removing fallen trees and broken limbs and branches in the Metropolitan parks, the Pearl Street office was overwhelmed with applicants, of whom over 4,000 applied for this work within a period of three days. The total number of men furnished by the office for this work at the Middlesex Fells Reservation and at Riverside during February and March was 510. Preference in filling the positions was given to citizens having dependents. The office could readily have furnished 5,000 men, all having dependents and in financial straits due to unemployment, had there been sufficient positions available.

Early in April conditions began to improve, and thereafter the surplus of applicants was steadily reduced from week to week and during the Summer and Fall there was an actual shortage of able-bodied laborers and of skilled men in certain of the building trades. As a result of the large demand for workmen during the second half of the year, the total number of men for whom positions were secured during the whole year 1922 (notwithstanding the relatively small number of placements made during the first six months of the year) exceeded the corresponding number in any prior year except 1918 and 1916, in which years the demand for labor in the production of munitions and other war materials exceeded the supply.

Placement of Female Applicants. In the placement of women and girls during the past year the main office did not quite equal its achievement for several years past, but the small decrease in the number placed was due in part to the transfer of a portion of its work to the new mercantile office. During the past four years there has been an almost uniform decrease each year in the number of women placed in domestic service, which has been due, not to lack of positions offered, but to a steadily decreasing number of applicants for work of this character. In 1922 the total number of positions in domestic service (including hotels and restaurants) filled by the main office was 2,511, as compared with 2,889 in 1921, 3,298 in 1920, and 3,861 in 1919. The greater attractiveness of other kinds of employment and the restriction of immigration have, evidently, resulted in an under-supply of domestic labor in the Boston district.

¹ For a discussion of this subject see Introduction under the caption "Special Work for Unemployed Men," page 7, *ante*.

THE SPRINGFIELD OFFICE: WATER AND WORTHINGTON STREETS.

CHESTER W. ALLEN, *Superintendent.*

Introductory. Throughout the year 1922 there was a steady increase in the demand for products manufactured in the Springfield district, which resulted in an almost continuous addition to the number of employees in the manufacturing plants and to the demand for skilled help, particularly in the metal trades establishments. The demand for unskilled labor was largest in the Summer and Fall, when there was much building and highway construction work undertaken, while the demand for farm labor was good throughout the year, particularly during the period beginning in April and continuing through October. In general, the conditions in Springfield were very satisfactory, both with respect to the demand for labor and applications for positions, and a close balance between the demand for and supply of unskilled labor was in marked contrast with the great over-supply of unskilled labor during 1921.

Statistical Summary. The principal data relative to the work of the office during the year 1922, with comparable data for 1921, are presented in the following table:

Summary of Business of the Springfield Office during the Year ending December 31, 1922, with Comparable Data for 1921.

CLASSIFICATION.	1922			1921 ¹	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals	
Applications from employers	—	—	13,299	9,187	+44.8
Individual employers who applied for help	—	—	4,089	3,291	+24.2
Persons applied for by employers	10,190	8,059	18,249	11,807	+54.6
Positions offered applicants	9,825	8,500	18,125	12,081	+50.0
Positions reported filled	7,673	6,295	13,968	9,689	+44.2
Individuals for whom <i>one position only</i> was secured.	2,491	871	3,362	1,935	+73.7
Individuals for whom <i>more than one position</i> was secured	1,154	670	1,824	1,127	+61.8
Total for whom positions were secured	3,645	1,541	5,186	3,062	+69.4

¹ For classification by sex, see report for 1921.

The total number of persons applied for by employers during the year 1922 was 18,249, as compared with 11,807 in 1921, showing an increase of 54.6 per cent. The total number of positions filled in 1922 was 13,968, as compared with 9,689 in 1921, showing an increase of 44.2 per cent. Positions were found in 1922 for 5,186 individual applicants, exceeding the number (3,062) in 1921 by 69.4 per cent.

Of the 13,968 positions filled in 1922, 7,673 were filled by males and 6,295 by females. Of the 5,186 *individual* applicants who were placed in positions, 3,645 were males and 1,541 were females. For 3,362 persons *one position only* was secured and for 1,824 persons *two or more positions* were secured. The average number of positions filled by persons placed was 2.5; the average for males was 2.1 and for females was 4.1. A large number of the females placed were sent out to fill temporary positions, whereas less than one-third of the men placed during the year were placed more than once.

Since the office was established on September 4, 1907, 17,228 individual employers have applied for help, of whom 4,089 placed orders during the past year. Of the 4,089 individual employers from whom orders were received during the past year, 2,253 have applied in former years, 79 of whom were non-residents of this State, and 1,836 of whom used the office for the first time. The total number of employers who placed orders for help during the year showed a gain of 24 per cent over the corresponding number in 1921, and the number of those who placed orders for help for the first time in 1922 showed an increase of 30 per cent, as compared with the corresponding number in 1921.

During the year 1922, 66,319 persons were interviewed by the registrars of the Department (53,473 in the men's department and 12,846 in the women's department), whereas the total number interviewed during the year 1921 was 101,740. Nevertheless, in that year the total number of actual placements was less than in 1922. This may be explained by the fact that in 1922 a much larger number of positions were offered by the employers and, consequently, it was possible to place a much larger number of persons in these positions, yet with actually less work on the part of the registrars in interviewing applicants for positions.

Skilled Males. A considerable part of the demand for skilled males in the Springfield district consists of metal tradesmen and building tradesmen. For both of these classes of workmen there was comparatively little demand during the first three months of the year, but during the remainder of the year the demand for metal tradesmen was almost equal to the supply, particularly for all-round machinists, tool makers, and machine operators. During the last three months of the year, as usually occurs, there was a decrease in the demand for building tradesmen.

In other skilled lines the demand, as compared with the supply, was comparatively small throughout the year. Stationary engineers and firemen were available in large numbers and the number of positions offered fell far short of the number of applications, except in October and November, when there was quite a demand for stationary firemen. Many licensed stationary engineers and firemen who were unable to obtain positions at their regular trade applied for positions as watchmen. Throughout the year there was a large surplus of chauffeurs, most of whom applied for positions in driving trucks, but there was a large number who had had experience driving for private families. The number of chefs and second cooks who called at the office was at no time particularly large, but was sufficient to care for the orders received. Short order cooks, of whom there was a large supply, were in better demand. The orders for boys were principally for slightly-skilled stock workers and machine operators with a minimum of experience in light assembling, and most boys preferred this kind of work.

Unskilled Males. There was only a comparatively small demand for common laborers during the year except during the Summer and Fall months, when there was a large amount of road construction in this district. Difficulty was experienced at times in filling the orders, especially in those instances where the work was a long distance from Springfield. There have been few calls for permanent laborers in factories and the positions were readily filled. The demand for men for casual laboring work has been good at all times, with plenty of men available except, occasionally, when the number called for was exceptionally heavy. Hotel and restaurant work was quiet throughout the year and the usual Summer demand was lacking. At no time were there sufficient positions available to satisfy those applying for kitchen work.

Farm Labor. The demand for farm hands was good throughout the year. Most of the positions offered were for steady work by the month and the usual large demand for men to harvest tobacco during August was lacking. The largest number of farm positions filled was recorded in June, when the number of placements was about double the number for any other month of the year.

At no time was there a surplus of first-class, all-round farm hands and milkers and, in fact, it seems to be true that the old-fashioned farm hand is becoming rare. During the Summer months it was difficult to fill positions where the farm is located at a greater distance than 20 miles from Springfield unless the farmer came prepared to take the applicant home with him. The number of calls for married farm hands has been less than in former years, and most of the calls were received during the first six months of the year, during which time the supply was adequate. After August very few orders for married farm hands were received and comparatively few applied for positions.

The total number of persons called for to fill positions on farms during the year was 967 (916 males and 51 females). The number of positions reported filled was 467 (430 males and 37 females). According to these records, less than one-half of the positions offered were filled through this office.

Women and Girls. There was much less variation in the demand for and the

supply of women and girls from month to month during the year 1922 than is usually observed. January and February were the only months in which the demand was under 500 and the number of placements under 400. The number of applicants also showed less variation, the greatest number having applied in April (1,335) and the smallest number in December (757).

During the first six months of the year a large number of applicants registered for office work and a good list of applicants was available. There was a noticeable decrease in the number of applications from saleswomen and telephone operators. This was partly due to an improvement in retail trade.

Throughout the year until December the supply of and demand for shop workers was about equal, but during December employers with rush orders had difficulty in increasing their force. Except during July, when a large number applied for tobacco sewing, there were few girls from 14 to 16 years of age who applied for shop, store, or house work positions. This may be due to their being placed through the continuation schools.

Although the hotels and restaurants raised their rates of pay, they were unable to avoid considerable changes of help during the busy months. At times there was a scarcity of chamber, bath, and kitchen maids and there was no great over-supply at any time. The demand for and supply of Summer hotel help were fairly equal and most positions were filled satisfactorily. At institutions very little trouble was experienced during the first six months of the year in retaining or securing help, but as the year advanced there was increased difficulty in replacement. At college houses much the same difficulty was experienced. There was comparatively little choice of applicants when college opened, and although some girls came back later from Summer resorts there were relatively few from whom to choose.

In response to demand, a list of practical nurses has been kept and it has been possible to render service to hospitals and to private homes by selecting competent nurses when required. Owing to the fact that there is no standard requirement, either as regards training, experience, or compensation, women with little education and less training are seeking positions as practical nurses and asking from \$15 to \$30 a week. By exercising care in obtaining records of experience, the office has been able to render some service in this special kind of placement work.

Soldiers, Sailors, and Marines. In the following table data are presented showing the number of soldiers, sailors, and marines who were registered for the first time in 1922, the number referred to positions, and the number of positions reported filled, with comparable data for the years 1921, 1920, and 1919:

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Positions Reported Filled by the Springfield Office during Years Specified.

CLASSIFICATION.	1922	1921	1920	1919
Number of applicants registered	156	145	491	1,607
Number referred to positions ¹	603	680	1,665	1,973
Number of positions reported filled ¹	373	484	969	1,072

¹ Includes duplication of individuals who were referred to more than one position or placed in more than one position.

Special attention, as in former years, has been given to the placement of ex-service men, and with a fair degree of success. The number of positions reported filled in 1922 was somewhat less than in 1921, and considerably less than the number of positions reported filled by ex-service men during the two years immediately following the war. An employee of the United States Employment Service, who has been assigned to work in the Springfield district, has continued to give attention to the placement of handicapped ex-service men, this work being done in connection with his other duties as examiner-in-charge of the Westfield office, referred to below.

*The Westfield Office.*¹ In November, 1921, arrangements were made for the opening of a municipal employment office in the Chamber of Commerce rooms in Westfield, and Mr. Patrick J. McMahon, an employee of the United States Employment Service, was placed in charge of this office. On October 10, 1922, the office was removed to the City Hall, and desk room, furniture, and telephone service were provided by the City of Westfield. Stationery and incidental supplies were furnished by the United States Employment Service.

From January 1 to September 30, 1922, the office was open on three days a week (Tuesday, Thursday, and Saturday). Beginning October 16, 1922, a four-day week schedule was adopted, namely, Monday, Wednesday, Friday, and Saturday. With some clerical assistance, for the most part volunteer, Mr. McMahon succeeded in filling 948 positions during the year. The following table shows the number of persons called for by employers and the number of positions reported filled during the year 1922, classified by sex:

	NUMBER OF PERSONS CALLED FOR BY EMPLOYERS			NUMBER OF POSITIONS REPORTED FILLED		
	Males	Females	Total	Males	Females	Total
Skilled	135	-	135	104	-	104
Industrial	-	139	139	-	105	105
Clerical	18	57	75	15	55	70
Unskilled	479	-	479	431	-	431
Domestic	-	253	253	-	238	238
Total	632	449	1,081	550	398	948

During the early part of the year there were large numbers of unskilled men available for filling positions, but as soon as the tobacco growers began planting and the road building started, all able-bodied men who applied for positions were readily placed.

In the building trades there was plenty of work for skilled men. In the metal trades the supply of men exceeded the demand until Fall, when the reverse became true and a scarcity in certain lines of skilled mechanics was observed.

Throughout the year there was a large demand for all-round farm hands, with a small shortage of suitable applicants. The demand for office help, both male and female, was fair, with applicants for most of the positions. Considerable difficulty was experienced in filling the orders for housemaids and domestics, because the women and girls appeared to prefer shop work to housework and the demand for women in industry is growing.

The success of the part-time office in Westfield was due, in large measure, to the hearty co-operation of the City Government, the Chamber of Commerce and employers in Westfield and vicinity. The results accomplished justify the continuance of the office and the employment of an additional registrar (a woman), to whom could be assigned the placement of women and girls.

¹ No part of the expense of maintaining this office is borne by the Commonwealth, but its work is so closely related to that of the Springfield office that a short statement relative to its operation should appear in connection with the report for the Springfield office.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. WILDER, *Superintendent.*

Introductory. According to the records of the Worcester office, industrial conditions in the city were very satisfactory throughout the entire year 1922 and were in marked contrast with conditions during the depression which continued throughout the preceding year. The number of persons called for by employers very nearly equalled the maximum number called for in any year during the war period, and was 46 per cent greater than in 1921. The number of positions reported filled was the largest recorded in any year since the establishment of the office in 1913, and exceeded by 38 per cent the number of positions reported filled in 1921.

A real problem that the office had to face in 1922 was that of securing men and women to fill the many positions offered, whereas in 1921 it was impossible to find positions for many of the applicants who called repeatedly at the office. The number of applications for positions in 1922 was well up to the average, for prior years, but to a large extent, the applicants applied for light factory work and for temporary positions. At times a shortage existed in some lines, but there was very little evidence that employers were trying to outbid each other for labor and the rates of wages offered showed only a moderate increase over the rates offered for 1921.

Statistical Summary. The principal data relative to the work of the office during the year 1922, with comparable data for 1921, are presented in the following table:

Summary of Business of the Worcester Office during the Year ending December 31, 1922, with Comparable Data for 1921.

CLASSIFICATION.	1922			1921 ¹	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals	
Applications from employers	—	—	9,644	7,206	+33.8
Individual employers who applied for help	—	—	3,194	2,767	+15.4
Persons applied for by employers	6,377	6,127	12,504	8,574	+45.8
Positions offered applicants	7,592	5,687	13,279	9,127	+45.5
Positions reported filled	4,878	4,971	9,849	7,133	+38.1
Individuals for whom one position only was secured	1,586	508	2,094	1,603	+30.6
Individuals for whom more than one position was secured	638	436	1,074	637	+68.6
Total for whom positions were secured	2,224	944	3,168	2,240	+41.4

¹ For classification by sex, see report for 1921.

During the year, 3,194 individual employers applied at the office for help, and of this number 1,336 applied for the first time. Eleven of these employers resided outside of the State.

The total number of positions reported filled by the office in 1922 was 9,849. The total number of individuals for whom positions were secured was 3,168, of whom 2,094 secured only one position and 1,074 were placed more than once. For the most part, those who were placed more than once were casual laborers and domestic help. Of the 3,168 persons for whom positions were found, 2,224 were males and 944 were females. Of the 2,224 males, 1,586 secured one position and 638 secured more than one position; 1,366 were native born and 858 were foreign born; 1,447 were single and 777 were married. A similar classification of the females who were placed shows that 508 secured one position and 436 secured more than one position; 485 were native born and 459 were foreign born; 429 were single and 515 were married.

Males. In the men's department 4,878 positions were filled during the year, which was an increase of 71 per cent over 1921 and established a record for that

department. With the exception of the first quarter of the year, the demand for men in the metal trades was very good and at no time was there a large surplus of skilled men applying. There was a notable scarcity of tool makers for punch and die work, blacksmiths and automatic screw machine operators during the Summer, and the wire mills in this vicinity were not only unable to get all the wire-drawers they needed but they had difficulty in finding men to break in on this work.

The textile mills in this vicinity were active during the entire year and many were operating on full time, but very few orders for textile operatives were received at the office. The principal orders from this source came during the Fall, when there was a demand for night weavers whom it was difficult to secure. Cotton ring-spinners and spoolers were also needed at a factory located at some distance from the city, but these workmen were very scarce in this section.

There was considerable building construction in this district during the year, resulting in a large demand on the office for carpenters, painters, and helpers. The demand for building tradesmen which began in February continued until late in the Fall and during that period nearly all of the applicants for positions found places waiting for them. A large number of firemen and engineers were placed. At no time was there any large number of these men registered and during the Fall the demand was so great that the office had some difficulty in filling positions in plants located at a distance from the city. It was possible to find positions for a large number of chauffeurs and truck drivers, but the number of applicants for such positions was at all times considerably in excess of the demand for their services.

For hotel and institution employees there were not enough positions available to provide work for all who were registered. During the greater part of the year there were positions available for nearly all casual workers who applied at the office, and the demand for common labor, both in shops and in construction work, was very satisfactory throughout the year and during the Fall there was an actual shortage of common labor, but toward the end of November, when there was a cessation of building operations, the demand for common labor was almost altogether limited to the shops and factories.

The supply of farm labor was the smallest noted for several years past. With outside work to be had in the city at higher rates of compensation than could be offered for farm work and for a shorter workday than on the farm, the farmer was limited to a very small number from whom to choose. The number of farm hands placed during the year was less by 31 per cent than the number in 1921.

Females. In the women's department 4,971 positions were filled during the year, showing an increase of 16 per cent over the number of positions filled during the preceding year. A special effort was made during the year to extend the service by giving more careful attention to the placement of clerical help. Employers who formerly had applied only for factory workers were requested to apply also for clerical help, when needed, and the results were very gratifying, showing a large increase in the number of stenographers, typists and general office clerks whom the office was able to place. There was an adequate number of applicants for factory work registered during the year. Bench hands, press hands and rubber shoe workers were called for from time to time and positions in nearby offices were readily filled, but the applicants were usually unwilling to accept a position outside the city.

During the Spring several head waiters visited the office and selected girls for employment in Summer resorts. While the number of girls who reported for work at the places to which they were assigned was not large, yet the service rendered was considered as satisfactory and justifies the further extension of this branch of work. The problem of finding girls for housework was, as usual, a difficult one. As a rule, housewives insisted on securing only those girls who had had experience and satisfactory references, and the number of girls available was so limited that the office was able to furnish less than a third of the number of those for whom positions were available. Day workers profited as a result of this scarcity of regular houseworkers and the demand for their services was good at all times. A large number of housewives who had not formerly ordered through

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this office made use of this service and appeared to be pleased with the service rendered.

Soldiers, Sailors, and Marines. Efforts were made to find positions for ex-service men during the year, as in former years, and the following is a record of this work for the past four years:

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Positions Reported Filled by the Worcester Office during Years Specified.

CLASSIFICATION.	1922	1921	1920	1919
Number of applicants registered	167	183	504	700
Number referred to positions ¹	754	471	1,008	1,088
Number of positions reported filled ¹	570	353	515	403

¹ Includes duplication of individuals who were referred to more than one position or placed in more than one position.

The number of positions reported filled by ex-service men in 1922 exceeded the corresponding number in any other year since the close of the war. The number of men registered for the first time in 1922 was 167, and the number of positions reported filled by ex-service men was 570. A large number of the men registered were placed more than once during the year, which will account for the excess in the number of positions filled over the number of men registered.

STATISTICAL TABLES.

TABLE I. — *Comparative Summary of Business during the Year ending December 31, 1922: By Offices.*

CLASSIFICATION.	Working Days	Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percentages of Positions Filled of Persons Called for
					Number	Daily Average	Number	Daily Average	
Boston (two offices¹):									
Males	302	7,532	11,204	37.1	14,790	49.0	8,372	27.7	74.7
Females	302	7,100	8,355	27.7	11,680	38.7	6,290	20.8	75.2
Total	302²	14,632	19,559	64.8	26,470	87.7	14,652	48.5	74.9
Springfield:									
Males	303	5,921	10,190	33.6	9,825	32.4	7,673	25.3	75.3
Females	303	7,378	8,059	26.6	8,300	27.4	6,295	20.8	78.1
Total	303	13,299	18,249	60.2	18,125	59.8	13,968	46.1	76.5
Worcester:									
Males	303	3,983	6,377	21.1	7,592	25.1	4,878	16.1	76.5
Females	303	5,661	6,127	20.2	5,687	18.8	4,971	16.4	81.1
Total	303	9,644	12,504	41.3	13,279	43.9	9,849	32.5	78.8
Four Offices:									
Males	303	17,436	27,771	91.8	32,207	106.5	20,923	69.1	75.3
Females	303	20,139	22,541	74.5	25,667	84.9	17,546	58.0	77.8
Total	303²	37,575	50,312	166.3	57,874	191.4	38,469	127.1	76.5

¹ A mercantile office was opened in Boston on January 9, 1922. The data for the two offices in Boston are combined in all totals under "Boston".

² The Boston Offices were open 25 days in June.

TABLE II. — *Summary, by Months, of Business of the Four Offices during the Year ending December 31, 1922.*

MONTHS.	Working Days	Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percentages of Positions Filled of Persons Called for
					Number	Daily Average	Number	Daily Average	
January	25	2,081	2,708	108.3	3,355	134.2	2,115	84.6	78.1
February	23	2,033	2,969	129.1	3,776	164.2	2,360	102.6	79.5
March	27	2,897	3,800	140.7	4,689	173.7	3,076	113.9	80.9
April	24	3,322	4,254	177.3	4,840	201.7	3,271	136.3	76.9
May	26	3,927	5,115	196.7	5,859	225.3	3,881	149.3	75.9
June	26 ¹	3,587	4,870	190.3	5,469	214.2	3,739	146.0	76.8
July	25	2,694	4,082	163.3	4,609	184.4	3,152	126.1	77.2
August	27	3,167	4,384	162.4	4,994	185.0	3,192	118.2	72.8
September	25	3,726	4,993	199.7	5,251	210.0	3,501	140.0	70.1
October	25	3,864	5,190	207.6	5,816	236.6	3,831	153.2	73.8
November	25	3,393	4,434	177.4	5,074	203.0	3,474	139.0	78.3
December	25	2,584	3,513	140.5	4,042	161.7	2,877	115.1	81.9
Totals	303¹	37,575	50,312	166.3	57,874	191.4	38,469	127.1	76.5

¹ The two Boston Offices were open 25 days in June.

TABLE III. — *Classification, by Occupations, of "Persons Called for" and "Positions Filled"*

INDUSTRIES AND OCCUPATIONS.		BOSTON (TWO OFFICES ¹)	
		Persons Called for	Positions Filled
1	Agriculture:	239	188
2	Farm hands, gardeners, dairy hands, etc.	215	168
3	Agricultural laborers	—	—
4	Others	24	20
5	Building and Construction:	1,411	1,039
6	Carpenters	365	296
7	Electricians (inside and out)	104	80
8	Painters, paperhangers, etc.	483	380
9	Pipe fitters and plumbers	129	84
10	Roofers and sheet-metal workers	109	59
11	Structural-iron workers	9	6
12	Other building trades mechanics	69	38
13	Building trades helpers	143	96
14	Casual Workers	3,031	2,846
15	Chemicals, Oils, Paints, etc.	60	40
16	Clay, Glass, and Stone Products	6	4
17	Clerical, Professional, and Technical:	1,693	1,405
18	Bookkeepers, accountants and cashiers	131	83
19	Draftsmen	20	8
20	Office clerks	498	382
21	Stenographers and typists	466	372
22	Teachers	—	—
23	Others	578	560
24	Clothing and Textiles:	700	380
25	Dressmakers and seamstresses	32	17
26	Garment workers	380	192
27	Hat, cap, and millinery workers	42	21
28	Shirt, collar, and cuff workers	—	—
29	Textile workers	32	24
30	Others	214	126
31	Common Labor (not casual workers)	1,928	1,600
32	Domestic and Personal Service:	4,576	3,249
33	Chambermaids	379	240
34	Cooks and chefs	360	222
35	Domestics	267	203
36	Kitchen and pantry workers	1,523	1,251
37	Laundry, cleaning, dyeing, etc.	154	57
38	Matrons and hotel housekeepers	6	4
39	Nurses and attendants	83	42
40	Waiters, waitresses, and bus-boys	1,179	766
41	Others	625	464
42	Food, Beverages, and Tobacco:	255	203
43	Bakery and confectionery workers	114	79
44	Meat and butcher workmen	14	5
45	Cannery workers	81	80
46	Cigar, cigarette, and tobacco workers	8	7
47	Others	38	32
48	Leather, Rubber, and Allied Products:	397	239
49	Boot and shoe workers	43	22
50	Fur and glove workers	8	8
51	Rubber workers	141	68
52	Others	205	141
53	Lumber:	—	—
54	Skilled woodsmen	—	—
55	Woods laborers	—	—
56	Metals and Machinery:	967	642
57	Auto mechanics and garage workers	84	50
58	Blacksmiths and boilermakers	29	17
59	Machinists, tool and die makers	238	154
60	Machine hands and specialists	198	133
61	Millwrights	39	24
62	Molders and core makers	27	8
63	Polishers, buffers, platers, etc.	55	38
64	Welders and cutters	14	8
65	Helpers and handy men, all trades	69	42
66	Others	214	168

¹ The data for the two offices in Boston are combined in all totals under "Boston."

Filled'' during the Year ending December 31, 1922: By Offices.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
974	591	352	229	1,565	1,008	1
901	539	309	210	1,425	915	2
67	46	42	19	109	67	3
6	6	1	-	31	26	4
610	384	735	431	2,756	1,854	5
252	169	154	106	771	571	6
20	10	25	12	149	102	7
175	114	75	53	733	547	8
22	7	21	15	172	106	9
55	35	27	11	191	105	10
10	5	1	1	20	12	11
37	17	23	14	129	69	12
39	27	409	219	591	342	13
9,354	9,006	6,814	6,635	19,199	18,487	14
-	-	-	1	60	41	15
16	9	27	9	49	22	16
153	82	189	106	2,035	1,593	17
25	7	12	5	168	95	18
9	1	5	2	34	11	19
68	53	81	54	647	489	20
49	21	68	38	583	431	21
-	-	-	-	-	-	22
2	-	23	7	603	567	23
215	114	330	149	1,245	643	24
47	37	11	3	90	57	25
81	44	47	13	508	249	26
30	9	14	3	86	33	27
-	-	-	-	-	-	28
51	20	216	102	299	146	29
6	4	42	28	262	158	30
1,490	989	830	742	4,248	3,331	31
2,433	1,031	1,276	464	8,285	4,744	32
217	99	38	18	634	357	33
206	90	112	37	678	349	34
1,035	302	741	204	2,043	709	35
485	300	175	112	2,183	1,663	36
116	63	37	16	307	136	37
10	3	-	-	16	7	38
57	25	47	20	187	87	39
188	70	111	50	1,478	886	40
119	79	15	7	759	550	41
323	210	32	15	610	428	42
64	38	17	7	195	124	43
10	2	5	4	29	11	44
-	-	-	-	81	80	45
232	150	-	-	240	157	46
17	20	10	4	65	56	47
66	21	86	36	549	296	48
3	2	30	8	76	32	49
-	-	3	-	11	8	50
5	2	12	6	158	76	51
58	17	41	22	304	180	52
139	59	122	57	261	116	53
2	3	120	57	122	60	54
137	56	2	-	139	56	55
1,373	876	1,029	606	3,369	2,124	56
134	60	30	18	248	128	57
22	15	19	12	70	44	58
147	72	108	70	493	296	59
878	603	349	212	1,425	948	60
11	9	49	24	99	57	61
15	8	11	1	53	17	62
40	27	22	6	117	71	63
12	7	12	6	38	21	64
57	51	424	255	550	348	65
57	24	5	2	276	194	66

TABLE III. — *Classification, by Occupations, of "Persons Called for" and "Positions Filled"*

	INDUSTRIES AND OCCUPATIONS.	BOSTON (TWO OFFICES)	
		Persons Called for	Positions Filled
67	Musical Instruments:	19	22
68	Instrument makers	—	—
69	Others	19	22
70	Paper and Printing:	705	421
71	Paper and pulp mill workers	20	20
72	Paper-box and bag makers	75	27
73	Printers and pressmen	208	95
74	Feeders and bindery workers	303	209
75	Others	99	70
76	Shipbuilding:	578	191
77	Riveters, chippers, calkers, and reamers	70	16
78	Ship fitters	9	2
79	Ship carpenters	14	8
80	Shipbuilding laborers	6	—
81	Other distinct occupations	479	165
82	Theatres and Amusements	19	7
83	Transportation and Public Utilities:	263	158
84	Chauffeurs and auto-truck drivers	109	75
85	Teamsters, stablemen, and deliverymen	85	44
86	Telephone and telegraph workers	3	—
87	Track workers	—	—
88	Trainmen, dispatchers, enginemen, etc.	—	—
89	Others	66	39
90	Wholesale and Retail Trade:	541	385
91	Salespeople	167	87
92	Shipping and stock clerks, packers, etc.	299	248
93	Others	75	50
94	Woodworking and Furniture:	116	46
95	Cabinet makers and furniture finishers	34	7
96	Machine woodworkers	23	6
97	Others	59	33
98	Miscellaneous:	2,055	1,587
99	Apprentices, all trades	119	107
100	Boys and girls (not otherwise classified)	1,055	869
101	Elevator operators	110	65
102	Engineers	139	90
103	Firemen and oilers	194	126
104	Pattern makers	1	1
105	Watchmen, janitors, guards, etc.	235	161
106	Others	202	168
	Totals	19,559	14,652

Filled" during the Year ending December 31, 1922: By Offices — Concluded.

SPRINGFIELD		WORCESTER		TOTALS	
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled
2	—	—	—	21	22
—	—	—	—	—	—
2	—	—	—	21	22
172	81	46	17	923	519
10	12	10	2	40	34
36	6	—	—	111	33
14	5	3	5	225	105
38	15	5	3	346	227
74	43	28	7	201	120
35	3	4	3	617	197
2	3	—	—	72	19
2	—	—	—	11	2
—	—	—	—	14	8
30	—	—	—	36	—
1	—	4	3	484	168
45	33	8	—	72	40
145	103	202	105	610	366
59	42	74	46	242	163
70	48	63	36	218	128
7	4	8	6	18	10
—	—	55	15	55	15
8	8	—	—	8	8
1	1	2	2	69	42
307	163	111	67	959	615
159	77	65	43	391	207
123	75	27	19	449	342
25	11	19	5	119	66
60	26	22	6	198	78
30	12	6	2	70	21
22	10	9	3	54	19
8	4	7	1	74	38
337	187	289	171	2,681	1,945
45	28	4	1	168	136
114	68	27	21	1,196	958
17	9	13	5	140	79
33	14	48	21	220	125
42	28	100	71	336	225
9	2	10	4	20	7
77	38	81	44	393	243
—	—	6	4	208	172
18,249	13,968	12,504	9,849	50,312	38,469

TABLE IV. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" during the Year ending December 31, 1922, with Comparable Data for 1921: By Offices.*

MONTHS.	PERSONS CALLED FOR						POSITIONS REPORTED FILLED					
	BOSTON		SPRING-FIELD		WORCES-TER		BOSTON		SPRING-FIELD		WORCES-TER	
	1921	1922 ¹	1921	1922	1921	1922	1921	1922 ¹	1921	1922	1921	1922
January	43	41	26	38	28	29	32	32	20	28	19	25
February	56	60	34	41	19	28	39	47	29	32	16	23
March	53	61	39	46	28	34	38	50	30	36	22	27
April	56	62	46	70	34	46	41	46	37	53	28	38
May	64	76	44	70	32	51	47	56	35	54	25	39
June	61	77	47	71	29	42	46	58	41	53	24	35
July	46	60	35	63	25	40	36	41	29	53	21	32
August	50	65	41	58	26	39	36	46	36	42	23	30
September	65	76	48	78	35	46	46	52	36	52	29	36
October	54	79	42	74	33	54	43	58	35	58	27	38
November	41	67	37	62	27	48	33	52	31	50	25	37
December	34	55	26	49	26	37	28	43	22	42	21	30
Averages	52	65	39	60	28	41	39	49	32	46	23	33

¹ A mercantile office was opened in Boston on January 9, 1922. The data for the two offices in Boston were combined in computing daily averages for the Boston offices in 1922.

TABLE V. — *Expenditures on Account of Maintenance of the Four State Offices during the Fiscal Year ending November 30, 1922.*

CLASSIFICATION.	BOSTON (TWO OFFICES) ¹	SPRINGFIELD	WORCESTER	TOTAL
Books, maps, clippings, subscriptions	\$22 66	\$16 00	\$8 50	\$47 16
Expressage	4 71	7 21	1 12	13 04
Postage	—	—	25	25
Printing:				
Annual report	—	—	—	—
Other reports	—	—	—	—
Office forms, etc.	306 81	198 20	181 07	686 08
Stationery and office supplies	136 43	25 75	29 22	191 40
Typewriter machines and supplies	13 53	17 01	75	31 29
Other machines and supplies	17 24	—	—	17 24
Telephone	1,035 08	379 64	208 39	1,623 11
Rent	7,615 00	1,756 00	1,500 00	10,871 00
Light	586 94	31 22	37 63	655 79
Advertising	466 72	182 19	136 05	784 96
Cleaning and cleaning materials	100 62	5 96	47 23	153 81
Travel	8 94	38 39	5 35	52 68
Other expenses	551 58	517 59	53 26	1,122 43
Salaries, including janitors' services	23,980 07	12,656 00	7,818 95	44,455 02
Totals	\$34,846 33	\$15,831 16	\$10,027 77	\$60,705 26
Unexpended				1,394 74
Appropriation				\$62,100 00

¹ The expenditures for the two offices in Boston are combined in all items under "Boston."

APPENDIX A.

MASSACHUSETTS PUBLIC EMPLOYMENT OFFICES.

REVIEW OF ACTIVITIES — 1906-1922.

There are four Public Employment Offices in Massachusetts maintained by the Commonwealth. Two of these are located in Boston, one in Springfield, and one in Worcester. The first office was opened in Boston on December 3, 1906 at 8 Kneeland St., and has been continuously operating for a period of over 16 years. On October 1, 1921, this office was removed to its present location at 23-25 Pearl St. The Springfield Office, which was opened September 4, 1907, on Bridge St., was later removed to its present location on the corner of Water and Worthington Streets, and has been in operation for over 15 years. An office was opened in Fall River on October 1, 1907, and was operated until March 31, 1917 when it was closed because the business done did not justify its maintenance. The Worcester Office opened September 15, 1913, at its present location, 48 Green St., and has been continuously operated for over nine years. On January 9, 1922, a Mercantile Office was opened at 25 Tremont St. This office is virtually a branch of the main office on Pearl St. At this office special attention is given to the placement of clerks, stenographers, bookkeepers, salespeople, and others employed in mercantile establishments and offices.

During the year 1922 the total number of persons reported placed by the four offices was 38,469, the largest number reported placed by the State offices in any year, except 1916 and 1918, since the establishment of the first office in Boston in 1906. The cost of operation of the four offices during the fiscal year ending November 30, 1922, was \$60,705.26.

The effect of the recent industrial depression is indicated by the rapid downward trend of the graphs (shown on the chart) during the latter part of the year 1920, and the recovery in 1922 is indicated by the upward trend of the graphs for the first half of that year. Likewise, industrial depressions in 1908 and the winter of 1914-1915 are reflected in the trend of the graphs in those years.

TABLE I. — *Number of Persons Called for by Employers, 1906-22.*

YEAR.	January	February	March	April	May	June	July	August	September	October	November	December	Totals for the Year
1906	.	.	.	.	.	.	.	.	.	.	.	.	3,913 ¹
1907	2,893	2,717	4,524	4,399	3,393	2,442	2,343	1,932	3,091 ²	2,491 ³	1,415	1,182	32,532
1908	1,379	1,557	1,400	1,601	1,712	1,714	1,740	1,577	1,931	1,694	1,433	1,296	19,094
1909	1,394	1,455	1,844	2,117	2,136	2,423	1,892	2,175	2,514	2,530	2,035	1,912	24,433
1910	1,996	1,629	2,503	2,768	2,767	2,721	2,406	2,356	3,664	2,485	1,979	1,836	28,633
1911	1,591	1,526	2,253	2,465	3,303	2,778	2,693	2,607	3,664	3,098	2,458	1,836	30,277
1912	2,182	1,873	2,387	3,309	3,527	3,252	3,652	3,430	4,283	4,152	2,951	2,468	37,466
1913	2,329	2,374	3,428	3,126	3,458	3,704	3,008	2,817	4,365 ⁴	3,777	2,646	2,211	38,973
1914	2,448	2,266	2,789	3,305	3,672	3,390	2,589	2,211	2,877	2,199	1,608	1,577	30,931
1915	1,468	1,772	2,768	2,986	2,995	2,977	2,581	3,137	4,349	3,818	3,478	3,312	35,641
1916	3,837	3,638	4,637	5,989	6,809	5,476	4,952	5,686	5,949	5,717	4,780	4,102	61,572
1917	4,301	3,632	4,732 ³	5,507	5,806	5,705	5,118	5,306	5,607	5,094	3,944	3,517	58,439
1918	3,331	2,936	4,393	5,309	6,382	5,641	6,051	6,604	5,777	5,651	4,941	5,042	62,558
1919	3,474	3,536	4,289	4,289	5,197	5,627	4,758	4,351	6,058	6,313	5,111	5,056	58,555
1920	4,485	4,447	6,001	5,960	6,083	5,146	4,290	5,363	5,848	4,568	3,041	2,305	58,575
1921	5,523	4,417	6,001	5,960	6,083	5,146	4,290	5,363	5,848	4,568	3,041	2,305	58,575
1922	2,530	2,527	3,242	3,424	3,496	3,515	2,655	3,154	3,683	3,226	2,639	2,229	30,110
1922	2,708 ⁵	2,909	3,800	4,254	5,115	4,570	4,052	4,384	4,983	5,190	4,434	3,513	50,312

¹ Boston office established December 3, 1906.² Springfield office established September 4, 1907.³ Fall River office established October 1, 1907; discontinued March 31, 1917.⁴ Worcester office established September 15, 1913.⁵ Boston office (mercantile branch) established January 9, 1922.

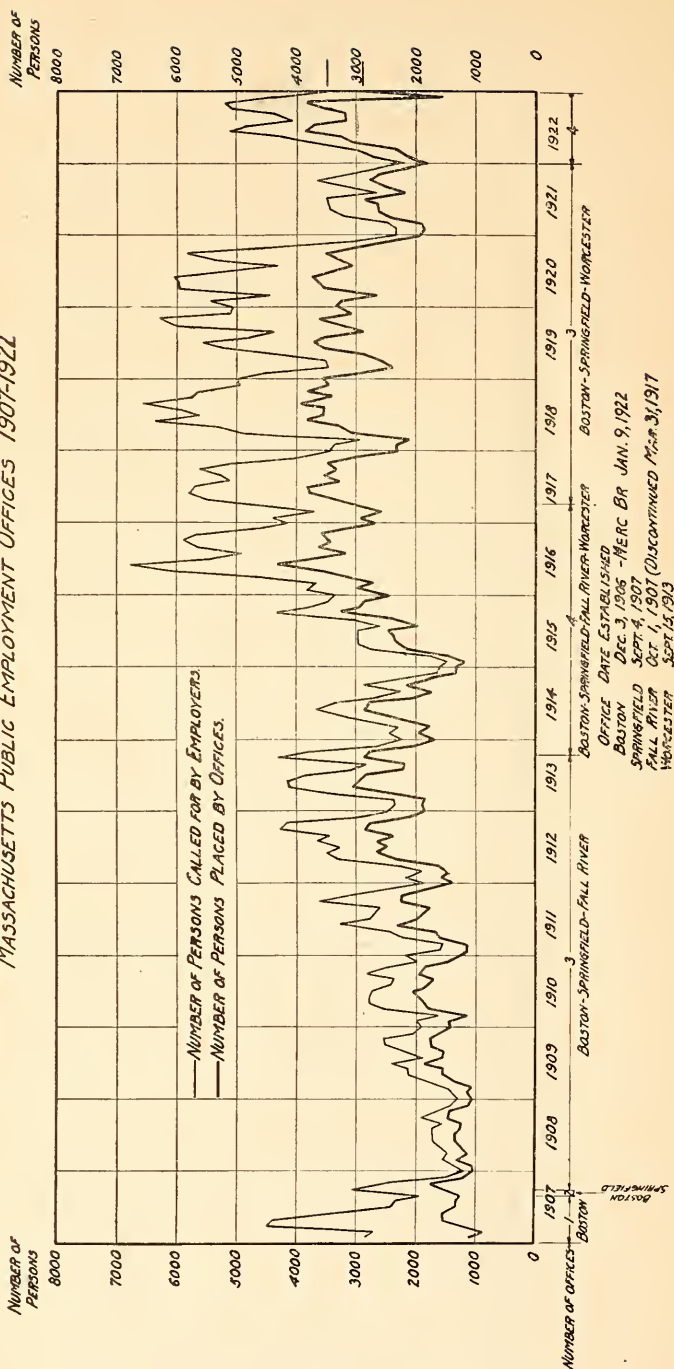
TABLE II. — *Number of Persons Placed, 1906-22.*

YEAR.	January	February	March	April	May	June	July	August	September	October	November	December	Totals for the Year
1906	—	—	—	1,535	1,513	1,311	1,327	1,181	1,501 ²	1,784 ³	—	891 ¹	891
1907	—	845	1,242	1,231	1,318	1,317	1,287	1,244	1,478	1,411	1,237	1,055	15,674
1908	—	1,081	1,110	1,251	1,318	1,317	1,287	1,244	1,478	1,411	1,119	1,063	14,963
1909	—	1,124	1,360	1,554	1,560	1,811	1,525	1,559	1,742	1,755	1,623	1,404	18,982
1910	—	1,475	1,794	1,850	1,981	2,013	1,806	1,700	1,996	1,878	1,493	1,309	20,479
1911	—	1,140	1,613	1,676	2,348	2,017	1,897	1,747	2,225	2,250	1,797	1,340	21,189
1912	—	1,580	1,667	2,320	2,692	2,463	2,661	2,380	2,974	2,898	2,195	1,829	27,076
1913	—	1,845	2,495	3,080	2,989	2,878	2,269	2,172	2,891 ⁴	2,769	2,009	1,671	28,959
1914	—	1,891	2,495	3,080	2,989	2,878	2,269	2,172	2,891 ⁴	2,769	2,009	1,671	28,959
1915	—	1,980	2,072	2,508	2,861	2,755	2,983	1,703	2,180	1,847	1,306	1,309	21,348
1916	—	1,192	2,160	2,347	2,360	2,418	1,981	2,388	3,269	2,959	2,846	2,489	27,869
1917	—	2,988	3,273	3,564	4,314	3,643	3,117	3,600	3,436	3,572	3,258	2,689	40,065
1918	—	2,988	2,967 ³	3,396	3,784	3,803	3,277	3,516	3,333	3,454	3,052	2,392	38,466
1919	—	2,355	3,042	3,223	3,802	3,559	3,523	3,927	3,351	3,508	3,496	3,587	39,735
1920	—	2,981	2,503	2,815	3,544	3,701	3,537	2,887	3,273	3,623	3,064	3,301	37,615
1921	—	3,278	3,538	3,656	3,724	3,393	3,062	3,346	3,328	3,040	2,364	1,902	37,520
1922	—	1,804	2,437	2,660	2,679	2,844	3,062	2,559	2,783	2,622	2,215	1,859	28,556
1922	—	2,115 ⁵	3,076	3,271	3,581	3,739	3,152	3,192	3,501	3,831	3,474	2,877	38,469

¹ Boston office established December 3, 1906.² Springfield office established September 4, 1907.³ Fall River office established October 1, 1907; discontinued March 31, 1917.⁴ Worcester office established September 15, 1913.⁵ Boston office (mercantile branch) established January 9, 1922.

CHART

NUMBER OF PERSONS CALLED FOR BY EMPLOYERS AND NUMBER OF PLACEMENTS MADE
MASSACHUSETTS PUBLIC EMPLOYMENT OFFICES 1907-1922



APPENDIX B.

LAW RELATIVE TO PUBLIC EMPLOYMENT OFFICES IN MASSACHUSETTS.

The laws governing the establishment and operation of Public Employment Offices in Massachusetts have been consolidated as General Laws, Vol. II, Chapter 149, Sections 160-168, inclusive, which are as follows:—

GENERAL LAWS, VOL. II, CHAPTER 149, SECTIONS 160-168.

SECTION 160. The department¹ may establish and maintain in such cities as may be selected by it after investigation, with the approval of the governor and council, employment offices for the purpose of bringing together those seeking employment and those desiring to employ, and may maintain such offices now established. The commissioner shall make an annual report as to free employment offices.

SECTION 161. The commissioner² shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of the commissioner, perform the duties hereinafter set forth or such as he may require. The commissioner may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The location of each office established under the preceding section shall be plainly indicated by a proper sign.

SECTION 162. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the commissioner, and shall take such other action as the commissioner may deem best to promote the purposes of said offices. Said superintendents shall also receive applications from alien immigrants seeking employment in agricultural labor and from those desiring to employ immigrants in agricultural labor, and shall take such other action as the commissioner may deem best to promote a more general distribution of alien immigrants throughout the agricultural sections of the commonwealth. In directing applicants for employment to an employer in whose establishment a strike is in progress, the commissioner, superintendents or other departmental employees shall inform the applicant of the strike.

SECTION 163. No fees shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for not more than one month, and shall be disqualified from holding further connection with said office.

SECTION 164. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 165. Each superintendent shall make to the commissioner such reports of applications for labor or employment and of other details of the work of his office as the commissioner may require. The commissioner shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall post such reports in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 166. There shall be allowed and paid, upon the approval of the commissioner, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices, such sum as the general court may annually appropriate therefor.

SECTION 167. The commissioner may furnish weekly to the clerks of all towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the town where the employees are wanted. Such information shall be based upon the applications for employees under this chapter.

SECTION 168. Every town clerk shall post the lists received as aforesaid in one or more conspicuous places in the town. A town clerk who fails to comply with this section shall be punished by a fine of not more than ten dollars.

¹ Department of Labor and Industries.² Commissioner of Labor and Industries.

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